



POSTSECONDARY ENROLLMENT OPPORTUNITIES FOR HIGH SCHOOL STUDENTS



CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

Summary

This report is the Commission's response to Chapter 554, Statutes of 1990 (McClintock) that asked the Commission to gather information about postsecondary enrollment options programs in various states, including California, and to assess the need and make recommendations about the establishment of a State program in California

In preparing this response, Commission staff asked members of the State Higher Education Executive Officers association whether their states had such programs and, if so, to forward materials that described their program's operation and results. Twenty-two states sent materials that staff reviewed. Staff then selected from among the 22 the Minnesota program for full description in this report, with brief overviews of the programs in Colorado, Florida, Iowa, Kansas, New Jersey, New Mexico, North Carolina, Ohio, South Dakota, Utah, and Wisconsin, and of related activities in eight other states.

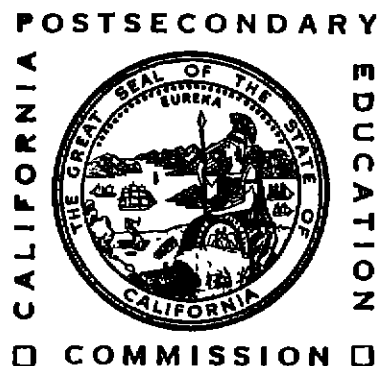
The report opens with background information on the topic (Part One), discusses the opportunities currently available for California's high school students to enroll in college and university courses (Part Two), reviews the programs offered by other states (Part Three), compares their major elements (Part Four), summarizes their strengths and weaknesses (Part Five), and offers conclusions and a recommendation for action in California (Part Six)

The Commission adopted this report at its meeting of June 1, 1992, on recommendation of its Educational Policy and Programs Committee. Additional copies of the report may be obtained from the Publications Office of the Commission at (916) 324-4992

POSTSECONDARY ENROLLMENT OPPORTUNITIES FOR HIGH SCHOOL STUDENTS

*A Report to the Legislature
and the Governor in Response
to Chapter 554, Statutes of 1990*

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
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COMMISSION REPORT 92-13
PUBLISHED JUNE 1992

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Genesis of the study

Chapter 554 of the Statutes of 1990 (McClintock), which is reproduced on pages 2 and 3, asked the Commission to review and assess various postsecondary enrollment option programs across the country to determine if such programs have been successful in achieving their objectives and if such a program should be established in California.

The statute states that "California's education system must promote rigorous academic pursuits and provide a wide variety of options for our students. Students should not be forced to remain in high school if they are better able to learn at the college level." The statute goes on to say that several states have established postsecondary enrollment option programs for all high school students to take postsecondary classes with the objective being "to improve educational quality and accountability through market competition, while expanding access to postsecondary education." It states, "Preliminary evidence indicates that the postsecondary enrollment options program has been successful. Challenged by the potential loss of funding and students, the public high schools quadrupled their number of advanced placement courses in a two-year period after the postsecondary enrollment options act became law. The high schools are also developing cooperative relationships with the postsecondary schools, so that college-level classes can be taught at the high schools." Therefore it calls upon the Commission to (1) identify the opportunities that currently exist in California for high school students to enroll in college level courses, (2) identify strengths and weaknesses of the programs in the other states; (3) estimate the financial costs to California if it were to implement a program like that in other states; and (4) make specific recommendations for implementing in California all or part of the other states' program if, in the judgment of the Commission, "the program has been successful in other states and it would promote rigorous academic pursuits and provide a wide variety of options for students in California." The statute di-

rected the Commission to conduct the study in consultation with an advisory committee and submit its report to the Legislature and the Governor by February 1, 1992.

Procedures of the inquiry

The Commission asked its Statutory Advisory Committee, composed of representatives of the major systems of education in California, to identify liaisons in the systems from which to obtain information about the opportunities available in California. For the national inquiry, the Commission's executive director wrote to other members of the State Higher Education Executive Officers association, asking them for information about postsecondary education enrollment options in their states (memorandum reproduced as Appendix A), and Commission staff contacted non-respondents by letter and phone. This effort resulted in responses from 33 states and the District of Columbia, with materials on state programs from 22 of the states plus the District, as shown in Display 2 on page 4. The Commission believes that the 17 states which did not respond may have had no *statewide* programs to report.

None of the 33 states that responded prohibit individual postsecondary institutions from making arrangements to enroll high school students for some kind of credit, and a number of respondents noted that institutions in their states offer opportunities to high school students -- usually to high academic achievers. But 11 of the 33 have no state statute or state program in the area of postsecondary enrollment options. The 22 states that sent materials to the Commission typically have some type of state program in which the legislature or the postsecondary planning and coordinating agency is at least minimally involved.

The California statute named six states to be looked at in particular -- Minnesota, Colorado, Florida, Maine, Utah, and Washington. Among them, Min-

Assembly Bill No. 3214

CHAPTER 554

An act relating to postsecondary education

[Approved by Governor August 24, 1990. Filed with
Secretary of State August 27, 1990.]

LEGISLATIVE COUNSEL'S DIGEST

AB 3214, McClintock. Postsecondary enrollment options programs.

Existing law requires the California Postsecondary Education Commission to review and assess various postsecondary education programs.

This bill, in addition, would require the California Postsecondary Education Commission to review and assess the postsecondary enrollment options program in various states, to determine if the postsecondary enrollment options program has been successful in achieving its objectives, and if the postsecondary enrollment options program should be implemented in California, as specified.

The people of the State of California do enact as follows:

SECTION 1. The Legislature finds and declares as follows:

(a) California's education system must promote rigorous academic pursuits and provide a wide variety of options for our students. Students should not be forced to remain in high school if they are better able to learn at the college level.

(b) Several states, including Minnesota, Colorado, Florida, Maine, Utah, and Washington, have established a postsecondary enrollment options program, to allow high school students to take postsecondary classes at state expense, regardless of their previous academic performance. The object of the program is to improve educational quality and accountability through market competition, while expanding access to postsecondary education.

(c) Preliminary evidence indicates that the postsecondary enrollment options program has been successful. Challenged by the potential loss of funding and students, the public high schools quadrupled their number of advanced placement courses in a two-year period after the postsecondary enrollment options act became law. The high schools are also developing cooperative relationships with the postsecondary schools, so that college level classes can be taught at the high schools.

SEC. 2. The California Postsecondary Education Commission shall review and assess the existing postsecondary enrollment options program in the various states, to determine if the postsecondary enrollment options program has been successful in achieving its

— 2 —

objectives, and if the postsecondary enrollment options program should be implemented in California in the form of an act such as that proposed by Assembly Bill 1620, as introduced in the 1989-90 Regular Session of the Legislature. In conducting this review and assessment, the commission shall:

(a) Identify the opportunities that currently exist in California for high school students to enroll in college level courses, and the number of students who annually take advantage of these opportunities.

(b) Identify the strengths and weaknesses of the postsecondary enrollment options program in each state.

(c) Estimate the financial costs to the state if California implemented a postsecondary enrollment options program similar to the existing models.

(d) Present specific recommendations for implementing all or part of the postsecondary enrollment options program in California, and in the judgment of the commission, the program has been successful in other states and it would promote rigorous academic pursuits and provide a wide variety of options for students in California.

In preparing the review and assessment, the commission shall consult with an advisory committee appointed by the commission and composed of representatives from public and private schools, colleges, and universities in California. The commission shall submit the report to the Legislature and the Governor on or before February 1, 1992. Funding for the costs associated with this project shall be provided to the commission through the annual budget act.

Minnesota has given the most amount of attention to developing a state program, and Colorado, Florida, and Utah have provided the Commission with useful documentation for their programs and policies. Washington State has not submitted information, and Maine's program offers courses for everyone, whether in high school or not, by means of a state-wide instructional television network.

In addition to the six states noted in the statute, New Jersey, New Mexico, North Carolina, Ohio, South Dakota, and Wisconsin sent materials to the Commission that are helpful in assessing postsecondary enrollment options programs and thus the Commission cites them in some detail in Part Three of this report.

Context of the study

Offering opportunities to high school students to enroll in college and university courses for credit is by no means a new idea in the United States. Such opportunities have taken several common forms -- among them, (1) early admission to college, (2) offering college level courses in high school, (3) enrolling academically gifted high school students in college and university degree-credit courses, and (4) articulated high school/ college curricula.

Early admission to college

Over its history, the University of Chicago has of-

Display 2 Responses of the 50 States and the District of Columbia to the Commission's Inquiry

<u>State</u>	<u>Response</u>			<u>State</u>	<u>Response</u>		
	<u>Yes</u>	<u>With Material</u>	<u>No</u>		<u>Yes</u>	<u>With Material</u>	<u>No</u>
Alabama			X	Nebraska	X		
Alaska	X			Nevada	X		
Arizona			X	New Hampshire			X
Arkansas			X	New Jersey	X	X	
California	X	X		New Mexico	X	X	
Colorado	X	X		New York			X
Connecticut			X	North Carolina	X	X	
Delaware	X			North Dakota			X
Florida	X	X		Ohio	X	X	
Georgia	X	X		Oklahoma	X	X	
Hawaii	X	X		Oregon			X
Idaho	X			Pennsylvania			X
Illinois	X	X		Rhode Island	X	X	
Indiana			X	South Carolina	X		
Iowa	X	X		South Dakota	X	X	
Kansas	X	X		Tennessee	X	X	
Kentucky	X			Texas			X
Louisiana	X			Utah	X	X	
Maine	X			Vermont	X		
Maryland			X	Virginia	X	X	
Massachusetts			X	Washington			X
Michigan			X	West Virginia	X		
Minnesota	X	X		Wisconsin	X	X	
Mississippi	X	X		Wyoming			X
Missouri	X	X		District of Columbia	X		
Montana			X				

Source California Postsecondary Education Commission

ferred the most formal program of early admission of any American college or university, in that it has admitted talented students to its undergraduate college after their sophomore year in high school and -- if they were assessed to have achieved well-defined objectives in general education -- graduated them four years later with a baccalaureate degree. Today, most colleges and universities make provisions for the early admission of individuals -- usually students who would be high school seniors but who have completed high school graduation requirements as well as meet freshman admission requirements.

Offering college-level courses in high school

The Advanced Placement program of the College Board is one of the oldest formal programs in which students may take courses in high school and qualify for college credit by passing standardized examinations at a level specified by the institution awarding the credit. This appears to be the preferred method for awarding college and university credit in many states, but it has the dual disadvantage of cost to the participants and a tendency to be limited to the top college-bound high school students.

The International Baccalaureate program is an-

other option for high school students to earn college and university credit while in high school. They enroll in an integrated program of studies -- administered by the International Baccalaureate office -- that resembles an advanced placement curriculum and includes an extended research paper or essay, and time spent on a "creative or esthetic expression or social service activity." The program awards a high school diploma and postsecondary credit to students who meet curricular, service, and thesis requirements and earn a score of at least four out of seven points on individual, internationally standardized subject examinations. Students may earn a maximum of 30 semester units of postsecondary credit. The program is generally regarded as an acceleration mechanism.

Enrolling high school students in college and university degree-credit courses

The admission of high school students to courses offered for both high school and postsecondary degree credit appears to be a growing practice in many states under recently enacted statutes that establish state programs. This type of opportunity is not new but in the past was afforded to a limited group of students on an individual basis -- high school students with outstanding high school records and geographic accessibility to a postsecondary institution. What were once called "junior colleges" often found it easy to provide such opportunities in both academic and vocational courses at little or no expense to the students since these public institutions were often a part of a grade K-14 school district, shared some faculty, and were housed in high school facilities. Because of their proximity to a large majority of high school students, what are now "community colleges" probably continue to play the major role in enrolling high school students in college courses in both technical fields and for baccalaureate-degree credit.

A less frequently used approach but one with great potential is interactive instructional television that offers college-level courses -- a method that reduces the geographic accessibility barrier but has the disadvantage of higher cost than conventional delivery systems, at least until such time as volume makes it cost-effective.

Articulated high school/college curricula

Finally, articulated programs that involve pairs of high schools and community colleges and that are often called "cooperative," "2+2," or "tech/prep" programs, in some cases allow students to earn college credit for high school courses or attain advanced placement and/or credit by examination for career-oriented courses. These programs should increase in size and number as career education is given a new, improved image under the reauthorized Carl D. Perkins Vocational and Applied Technology Education Act (Public Law 101-392, 1990). They will also be the focus of a subsequent Commission report to the Legislature that will comment on an evaluation of the "2+2+2" articulated career education programs that are offered by California's high schools and community colleges in conjunction with the California State University.

Scope of the study

This report examines programs that state legislatures have created through statute, or that state boards of public instruction or postsecondary education commissions have established through regulation or policy. These programs provide opportunities for dual, joint, or concurrent enrollment of high school students in postsecondary courses offered by postsecondary institutions for high school or postsecondary credit, or both.

Organization of the report

In the next part of this report, the Commission identifies opportunities that currently exist in California for high school students to enroll in college-level courses and seeks to calculate the number of students who annually take advantage of these opportunities. In Part Three, the Commission describes Minnesota's program at length and then summarizes programs in Colorado, Florida, Iowa, Kansas, New Jersey, New Mexico, North Carolina, Ohio, South Dakota, Utah, and Wisconsin. In Part Four, the Commission compares their major elements; in Part Five, it summarizes their strengths and weak-

nesses, and in Part Six, it offers conclusions and recommendations of relevance for California in light of

the program considered by the Legislature in Assembly Bill 1620 of 1989.

2 *College Enrollment Opportunities for California's High School Students*

CALIFORNIA does not have a State postsecondary enrollment options program as defined in Part One -- that is, a statewide program embodied in statute or coordinating agency policy, but neither does it have any prohibitions in statute or policy that bar institutions or systems from establishing such programs. The three public systems -- the California Community Colleges, the California State University, and the University of California -- and California's independent institutions -- have been free to develop their own options in response to local or regional needs and in light of their resources to support such programs

In this section of the report, the Commission responds to the Legislature's request for information on these current opportunities, including wherever possible, data on the number of students who annually take advantage of the opportunities. The Commission also includes information on Advanced Placement courses offered by California's high schools, since these courses offer students opportunities to learn advanced material during high school and possibly receive college credit for them on the basis of performance on Advanced Placement examinations.

California Community Colleges

The California Community Colleges offer the largest programs of postsecondary enrollment opportunities for high school students in California -- the high school/community college 2+2 articulated programs that were federally funded initially as pilot programs, and the State-funded high school/community college/baccalaureate 2+2+2 pilot programs that will be the focus of a subsequent Commission report.

2+2 and 2+2+2 programs

Concurrent enrollment of high school students in community college courses for associate degree credit is but one option in these 2+2 and 2+2+2 programs -- the others being (1) advanced standing credit for high school courses after the student graduates from high school and enrolls in the community college with which the high school courses are articulated, and (2) advanced placement in community college courses on the basis of articulated courses taken in high school but without college credit being awarded. Some community colleges require a minimum score on a validating examination or a minimum course grade as a condition for awarding college credit or advanced placement.

The 2+2 articulated courses and programs that the community colleges offer in cooperation with high schools are not limited to vocational/technical areas. All concurrent enrollments appear to qualify for State funding at both the high school and the community college levels -- as average daily attendance (ADA) for a minimum high school day, and as full-time-equivalent (FTE) enrollment for the community college -- but no special State funding has yet been appropriated for pilot program development or support costs for continuing articulation activities, once the programs have been established.

Concurrent enrollment data

Information on the number of high school students who were concurrently enrolled for credit in community college courses in Fall 1990 appears in Display 3 on the next page. This information comes from the Commission's community college student enrollment data base, which contains no information about the type of course in which the students

DISPLAY 3 *Concurrent High School Enrollment and Total Enrollment in Credit Programs in the California Community Colleges by Major Racial/Ethnic Group, Fall 1990*

Racial/Ethnic Group	Concurrent High School Enrollment				Total Credit Enrollment			
	<u>Men</u>	<u>Women</u>	<u>Unknown</u>	<u>Total</u>	<u>Men</u>	<u>Women</u>	<u>Unknown</u>	<u>Total</u>
Asian	1,517	1,339	1	2,857	46,392	44,973	68	91,433
Black	661	957	1	1,619	35,036	52,642	25	87,106
Filipino	281	337	0	618	16,026	17,801	15	33,842
Latino	1,683	1,944	4	3,631	80,718	95,007	66	33,842
Native American	437	587	0	1,024	8,325	11,100	7	19,432
Other	209	178	0	387	8,974	10,228	7	19,432
White	5,476	6,822	58	12,256	285,784	383,534	566	669,884
Nonresident	539	495	1	1,035	27,807	25,900	93	53,800
Unknown	<u>730</u>	<u>772</u>	<u>74</u>	<u>1,576</u>	<u>23,516</u>	<u>28,240</u>	<u>2,692</u>	<u>54,448</u>
Total	11,533	13,431	139	25,103	5,323,578	669,425	3,562	1,205,565

Source: California Postsecondary Education Commission

were enrolled or the amount of credit they received from their enrollment. The number enrolled for that term was 25,103, or about 2.08 percent of the community colleges' total credit enrollment. This was about 3,000 fewer concurrently enrolled high school students than the two previous years when this group comprised 2.51 and 2.40 percent of the total enrollment for credit. While not a large proportion of the systemwide total, concurrently enrolled students varied widely from college to college in terms of both numbers and proportion of the total credit enrollment.

Twenty-eight community colleges reported that less than 1.00 percent of their total credit enrollment were high school students, with Fullerton College showing only three such students or less than 0.01 percent of its total. Other colleges with fewer than 50 concurrently enrolled high school students in that term were College of Alameda (37 or 0.61 percent), College of the Canyons (35 or 0.61 percent), Cuesta College (42 or 0.54 percent), Oxnard College (23 or 0.34 percent), Southwestern College (42 or 0.28 percent), and Vista College (24 or 0.51 percent).

At the other end of the scale, 14 community colleges reported that more than 4.50 percent of their credit enrollment were concurrently enrolled high school

students. Palo Verde College reported the largest proportion of such students -- 26.83 percent of its 995 students enrolled for credit, followed by Imperial Valley College (13.29 percent of its 5,341 credit students), Compton College (12.60 percent of its 4,930 credit students), and Feather River College (12.54 percent of its 1,124 credit students).

Two of the three colleges in the San Diego Community College District reported large numbers and proportions of high school students in their credit enrollment -- 823 such students or 5.73 percent of the enrollment at San Diego City College and 1,152 high school students or 4.89 percent of the enrollment at San Diego Mesa College. The proportion was even larger at San Diego Miramar College -- 6.04, but there were only 373 such students in the Fall 1990 term.

It was generally the colleges with the smallest total credit enrollment that reported the largest proportions of concurrently enrolled high school students in the Fall 1990 term -- Cerro Coso College, Lassen College, Mount San Jacinto College, and Victor Valley College, in addition to those already mentioned. Seven rather large colleges that enrolled more than 500 high school students that term were Cerritos College (547 or 2.77 percent of its credit enrollment), Cypress College (514 or 3.58 percent),

DeAnza College (843 or 3.18 percent), El Camino College (716 or 2.75 percent), Foothill College (758 or 3.85 percent), Long Beach City College (596 or 2.99 percent), and Palomar College (625 or 3.10 percent). Finally, 56 percent of the colleges enrolled fewer than 200 high school students, and 13 percent -- all of whom enrolled more than 500 such students -- accounted for 36 percent of the total concurrent enrollment.

In terms of sex and ethnicity, men comprised 44 percent and women comprised 56 percent of the high school students who were concurrently enrolled in community college in Fall 1990 -- roughly similar to the proportions among all credit students. Among the major racial/ethnic groups, Asian was the only group that enrolled more men than women -- 53 and 47 percent, respectively. More men than women also enrolled from the groups called "other" and "non-resident alien."

A comparison of the racial/ethnic distributions of the concurrently enrolled high school students and all community college students who enrolled for credit in the Fall 1990 term shows that the proportions of Asian and Native American students are larger in the concurrently enrolled group than among community college students generally -- 12.6 and 8.5 percent for Asian and 4.7 and 1.8 percent for Native American students, respectively. Latino students were equally represented in both groups (16.4 percent), while Black students were only slightly underrepresented in the concurrently enrolled group (7.2 percent, compared with 8.1 percent in the total group). Finally, White students were less well represented among the concurrently enrolled students than among the total community college group -- 56.4 and 62.1 percent, respectively.

Middle College

A recent development that involves community colleges in California and across the country is the "middle college" program. It is in reality a regular high school that the community college operates on its campus on behalf of the local school district for high school students whose academic achievement falls far below their potential and who are at risk of dropping out or not going to college after graduation. The long-established model is La Guardia

Community College in New York City -- a model that has been replicated in the City University of New York system and across the country with support from the Ford Foundation.

Two pilot programs in California have received special State funding -- Contra Costa College, with the Contra Costa Unified School District, and Los Angeles Southwest College, with the Los Angeles Unified School District. Others are being established without special State funds -- for example, DeAnza College and San Jose City College. (Additional information on Middle College is available in a recent report published by the Commission, *Final Report on The Effectiveness of Intersegmental Student Preparation Programs*, January 1992).

Middle College is not a postsecondary enrollment program in that the participating high school students may only be taking high school courses that the community college offers in its special on-campus high school. However, the program offers enhanced opportunities for students in these special high schools to take college-credit courses concurrently with high school courses because of the proximity of the two institutions on the community college campus and the close relationship of their faculties and staffs.

The California State University

Under Section 40758, Title 5, of California's Code of Regulations, high school students may be admitted to State University campuses "prior to graduation from high school for the purpose of enrolling in a special program, when the student is recommended for admission by the principal of the high school and the student's preparation and ability are such that in the judgment of the appropriate campus authority, the probability of the student's academic success at the campus is equivalent" to that of regularly admitted California high school graduates. The Chancellor's Office of the State University has summarized for the Commission some of the enrollment options that are open to high school students under that regulation (The California State University, 1992), and the following paragraphs are adapted from that summary.

Special programs

Special programs include, but are not limited to, those that (1) offer collegiate-level regular-session courses at a high school as part of that school's program for gifted students or enable gifted high school students to take courses at a State University campus while enrolled at their high schools, (2) allow carefully selected, promising underrepresented high school juniors and seniors to take a course or two while in high school to encourage university attendance following graduation, (3) offer field courses such as science courses during summer or vacation periods in cooperation with a high school, and (4) offer college courses on campus expressively for selected high school students in cooperation with one or more local high schools.

In Fall 1991, 19 of the 20 State University campuses enrolled 1,697 high school students in these special programs. A few examples follow:

- California State University, Fullerton, offers Secondary Education 110 -- "The Teaching Experience: Exploration" to promising Asian, Black, Latino, and Native American students from Santa Ana High School who are interested in becoming teachers.
- San Francisco State University enrolls gifted high school students through the "Arts Bridge to College" program
- California State University, Dominguez Hills, broadcasts Sociology 102 -- "Understanding Social Relationships" -- and similar courses not available in the schools of its service area and targets promising students from underrepresented racial/ethnic groups who have the preparation and skills to be candidates for its freshman class. In addition, students enrolled in the campus's California Academy of Mathematics and Science may enroll in baccalaureate courses that complement their high school studies
- California State University, Bakersfield, co-sponsors the "Enterprise College" program with the Bakersfield Chamber of Commerce, in which high school students in the upper one-third of their class are offered Economics 100 -- "The Economics Way of Thinking" and other courses identified by the campus in cooperation with the high schools
- California State Polytechnic University, Pomona, serves underrepresented high school students

through the "Cal Poly Young Scholars Program," which broadcasts freshman-level courses to students in the Los Angeles basin and in high schools in rural areas in Southern California.

- Thirteen of the 20 campuses have "Step-to-College" programs enrolling high school juniors and seniors in one or two lower-division university courses at times that fit their high school schedules. Participating high schools are responsible for screening and recommending students for the program while the State University campuses are responsible for academic advising and course selection. The program enables promising students who would not normally aspire to university attendance to earn college credit and gain familiarity with a college campus

The staff of the Chancellor's Office notes that the number of students who enroll in these programs is small but that students in any California high school may enroll in regularly offered courses on a space-available basis if their principals recommend them for such enrollment. These students pay regular State University fees for enrolling in those courses -- or the fee for extension courses if they enroll through the extension division on a non-credit basis

The Chancellor's Executive Order 461 established procedures for campus presidents to request waiver or reduction of certain student fees for special programs for high school students offered by the campuses, but no information is available from the Office of the Chancellor about the extent to which this waiver provision is being utilized

Other options

High school students and others may earn State University baccalaureate-degree credit based on scores on standardized external examinations -- for example, the College Board's Advanced Placement (AP) program and the College Level Examination Program (CLEP). In 1991, some 900 students earned more than 5,000 units of credit based on performance on the State University's English Equivalency Examination.

Finally, State University campuses participate as the baccalaureate partner in 2+2+2 career education programs, for which they are expected to award

baccalaureate credit to transfer students who may have earned community college credit for articulated courses while they were juniors and seniors in high school. These programs are too new to yield information about whether these students are persisting to complete baccalaureate-degree programs and whether they do so on the campuses that participate in each 2+2+2 program. The issue is the transportability of such credit that community colleges award to high school students.

University of California

According to the University of California's Director of Undergraduate Admissions and Outreach Services (1992), the University offers three kinds of opportunities for high school students to receive advanced credit toward a college degree while they are still enrolled in school:

1. The High School-University Special Program, which is identified by different acronyms on each of the University's campuses, gives outstanding high school seniors the opportunity to attend regular classes at a nearby University campus. Each year, the general campuses of the University invite the principals of high schools in their service areas to nominate four or five outstanding students on the basis of their academic record, their test scores, and their principal's recommendation. The campus then selects the students for admission to the University. High school students who participate in the program are assessed one-third of both the University's Registration Fee and the Educational Fee per term of enrollment. If they choose to continue their enrollment on a full-time basis after graduating from high school, the University considers them "continuing students."

For Fall 1991, an estimated 429 students were enrolled in the High School-University Special Program, as follows.

Berkeley	90
Davis	10
Irvine	100
Los Angeles	96
Riverside	53

Santa Cruz	29
San Diego	51

- 2 The University offers concurrent enrollment programs through the Extension Division on each of its campuses, whereby high school students are allowed to take one or two regular courses at the campus without formally applying for admission. The program is on a space-available basis, since regularly enrolled students have enrollment priority. However, some campuses may limit attendance of high school students in certain programs such as engineering or may require the school principal's recommendation verifying need and ability. Generally, students are assessed a per-unit fee.

- 3 Students may take the Advanced Placement (AP) examinations of the College Board while they are in high school to earn University credit. They usually receive up to eight quarter units, or the equivalent, of University credit for each examination in which they earn a score of 3, 4, or 5. The University also grants eight quarter units, or the equivalent, for a score of 5 or higher on each Higher Level examination offered by the International Baccalaureate (IB) program. The University does not charge a fee for credit assigned for AP or IB tests. However, students pay the College Board or the International Baccalaureate program directly for the tests they wish to take.

In recent years, campuses report an increase in the number of high school students taking and passing AP and IB tests, but an exact number of these test takers who enroll at the University is not available.

Summer programs

Summer programs that four University campuses offer to enable high school students to earn college credit are described in the March 1992 edition of *California Notes* as follows:

Summer Humanities Institute, University of California, Davis The Summer Humanities Institute is a six-week residential honors program for high school juniors. Students participating in the June

22-July 31 program take regular summer session classes. Students live in residence halls on campus and participate in special workshops and a variety of social and recreational activities. Students who successfully complete their coursework earn between six and eight college quarter units.

The program is open to students who have completed their junior year and have a grade point average of 3.25 or higher or a PSAT verbal score of at least 53. The cost of the program is \$352, plus \$25 activity fee and \$940 for room and board. A limited amount of financial aid is available. Applications will be accepted until May 6 or until the program is filled. There is a \$25 application fee.

Expanding Horizons, University of California, Los Angeles. This program offers gifted and high achieving students entering grades 10-12 an opportunity to take any lower division college course offered through UCLA's regular summer session program and earn college credit. There are three terms: June 22-August 31, July 13-August 21, and August 3-September 11.

Selection is based upon high school grades, PSAT/SAT scores, and school recommendations. Fees are \$200 for registration plus \$65 per unit. Most courses are four units. There are additional fees for some laboratory or studio courses. Housing in the UCLA dormitories is available for an additional fee. Applications and supporting materials are due by mid-June.

Expanding Horizons is offered in cooperation with Bruin Kids EXPO, a cultural and recreational summer program for teens at UCLA.

Preparing for College, University of California, Los Angeles. Preparing for College offers motivated students entering grades 9-12 the opportunity to take courses for high school credit in a variety of subjects, including mathematics, computer programming, creative writing, debate, desktop publishing, environmental science, law/justice, journalism, marine biology, mythology, and trigonometry. New courses to be offered this summer include American government, literature and film, exploring great lives, and myths in our lives. The program also offers study skills classes in vocabulary,

speed reading, SAT preparation, and public speaking. Most classes meet July 1-31.

Fees for Preparing for College courses range from \$165 to \$390, depending upon the number of class hours. A limited number of partial scholarships are awarded each year to students with good academic records and demonstrable need. Applications for admission will be accepted up to the first day of class if space is available.

Preparing for College is being offered in cooperation with Bruin Kids EXPO, a cultural and recreational summer program for teens at UCLA.

Summer Scholars Program in Marine Biology, University of California, San Diego. This five-week program, June 29-July 31, provides high school juniors an opportunity to sample college life. Students live on campus and earn college credit by enrolling in one of two courses offered in marine biology. The program includes lectures, discussions, field trips, sports, and social activities. The cost is \$2,150, including room and board. Applications are due May 15.

High School Juniors Program, University of California, Santa Barbara. The High School Juniors Program, June 21-July 31, offers high achieving students who have completed their junior year the opportunity to get a head start on a University education and experience campus life. Students may earn up to 12 quarter units of college credit by taking regular UCSB summer session courses. Students live in residence halls and participate in special recreational and social activities.

To be eligible for the program, students must have completed within the past 18 months at least 12 academic semester courses with a GPA of at least 3.3. The cost of the program is \$1,465 plus books and lab fees. Both merit- and need-based scholarships are available to California residents. Students must have a GPA of at least 3.5 in 12 semesters of "a-f" courses to be considered for scholarships.

Students should submit program applications as soon as possible and no later than May 15. Scholarship applications are due March 27.

Independent California institutions

According to the Association of Independent California Colleges and Universities, probably all of its member institutions allow selected high school students to enroll for college-level courses on their campuses. As one example, all five of the undergraduate Claremont Colleges -- Claremont-McKenna, Harvey Mudd, Pitzer, Pomona, and Scripps -- allow seniors from nearby high schools to take one course a semester for a fee of \$100 by simply enrolling as a "special high school student." No data are available on the number of high school students enrolled at all of California's independent institutions, however, and the Commission did not survey these institutions for this study, which focuses on state-operated programs, because the State Constitution prohibits State funds from being appropriated to any private institution.

Advanced placement programs

The College Board has provided the Commission with information from 1974 through 1990 about the number of California high schools that have been participating in the Advanced Placement program, the number of California students taking Advanced Placement examinations, the number of examinations that these students have been taking, the number of these students who enrolled in the University and the State University, together with the numbers of Advanced Placement examinations that these students took.

Schools, students, and examinations

The number of California high schools that participated in Advanced Placement programs grew from 342 in 1974 to 898 in 1990 -- an increase of 163 percent. The increase was steady during this 16-year period.

The number of California high school students who took these tests during this same period rose from 7,981 in 1974 to 55,948 in 1990 -- an increase of 601 percent. The largest growth in numbers began in 1982, when the total exceeded 20,000 for the first time.

Among these trends, the largest expansion occurred in the total number of Advanced Placement tests that these students took -- from 9,556 in 1974 to 84,798 in 1990, for an increase of 787 percent. The fastest growth in this number of tests also began in 1982, when it first exceeded 27,000 and then rose to 35,684 by 1984.

The average number of Advanced Placement exams that California students took increased from 1.2 in 1974 to 1.5 in 1990 -- indicating that most students took only one test in 1974 while most students may have taken two or possibly more in 1990.

Test takers at the University of California

The number of Advanced Placement students who subsequently enrolled in the University of California grew from 2,348 in 1973 to 15,208 in 1990 -- an increase of 548 percent. The number of Advanced Placement exams that these same students took rose from 2,967 to 37,440 over the same period -- an increase of 1,162 percent. The average number of Advanced Placement exams per student nearly doubled during the 16-year period -- from 1.3 to 2.5, which is much above the State's average.

The Berkeley and Los Angeles campuses of the University enrolled the largest percentage of Advanced Placement students who entered the University in both 1973 and 1990 -- 44 percent combined in 1973 and 41 percent in 1990. These students took 45 percent of the Advanced Placement tests taken by University enrollees in 1973 and 47 percent in 1990. The University's general campus with the smallest numbers of Advanced Placement students and exams in both years was Riverside, with 2 percent of the students in 1973 and 1990 and 5 percent of the tests in 1973 but 4 percent in 1990.

Test takers at the the California State University

The number of Advanced Placement students who enroll in the California State University and the number of Advanced Placement exams that these students take are much less than at the University, although freshman enrollment in the State University is by far the larger of the two. One reason for the difference may be the differing policies of the two systems on the College Board's "College Level

Examination Program" (CLEP), with the State University having advocated the use of CLEP for awarding college-level credit for some years and the University being more reluctant to award credit on the basis of CLEP than on Advanced Placement tests

The number of Advanced Placement students who enrolled in the State University grew from 449 in 1973 to 5,030 in 1990 -- an increase of 1,020 percent. The comparable growth in Advanced Placement exams that these students took was from 490 in 1973 to 8,155 in 1990 -- an increase of 1,564 percent. The average number of exams per student rose from 1.1 in 1973 to 1.6 in 1990.

Four of the 19 State University campuses accounted for 47 percent of the Advanced Placement students enrolled in that system in 1973 and 46 percent in 1990. The campuses, ranked in terms of number of these students, were San Diego, Northridge, Long Beach, and San Francisco in 1973, and San Luis Obispo, Northridge, San Diego, and Pomona in 1990. The Bakersfield, Dominguez Hills, Sacramento, San Bernardino, and Stanislaus campuses each had fewer than 10 such students in 1973, while

Bakersfield, Dominguez Hills, Hayward, Sonoma, and Stanislaus each had fewer than 10 students in 1990. These same campuses showed the smallest numbers of Advanced Placement exams that their students took in 1973 and again in 1990.

Conclusion

Currently, the California Community Colleges appear to have the only fiscal incentive of any public postsecondary institutions in the State to enroll high school students in their courses, since the State reimburses them as well as the high schools if the students are enrolled for at least a minimum high school day. In addition, both the State and federal governments have appropriated funds for pilot articulated career-education programs involving the community colleges -- 2+2 with federal funds and 2+2+2 with State funds. No fiscal incentives exist for the California State University and the University of California to enroll high school students in their freshman-level courses.

3 *Programs in Minnesota and Other States*

Minnesota's program of enrollment options

The Minnesota Legislature enacted the Post-secondary Enrollment Options Act into law in its 1985 session, thus becoming one of the first states to have this kind of program in statute for all high school students. The legislation, which is reproduced in Appendix B, was included as part of the Omnibus Education Aids Act and as a component of the Legislature's "Access to Excellence" program. The program is under the general jurisdiction of the Minnesota State Board of Education and the Department of Education that promulgate guidelines for establishing local programs and monitor and oversee their evaluation. The Act is but one of several actions that the Minnesota Legislature has taken in recent years to reform and restructure and, thus, to improve the quality of public education.

Purposes of the program

In the words of Minnesota's Commissioner of Education, the Post-secondary Enrollment Options Act "was created to provide students with a wider variety of options than might be available at their high schools and make available courses which provide greater challenge." He notes that many high schools have expanded the number of advanced-level courses they offer since the inception of the program.

Eligible students

High school students in grades 11 and 12 are eligible to enroll part or full time in nonsectarian courses offered by public and private postsecondary institutions in Minnesota, including technical colleges, subject to admissions criteria that the institutions establish, and at no cost to the student if the course is taken for postsecondary credit. Students are eligible to enroll for high school credit for a maximum of two years, if they begin in grade 11, and their combined high school and postsecondary schedule for any given year must equal a full-time

program. Individuals age 21 and older who are returning to complete their high school graduation requirements are eligible to participate in the program, but high school graduates are ineligible. Students in private high schools are not prohibited from participating in the program, but Minnesota makes no provision for funding them.

Eligible institutions

Under the statute, an eligible institution is "a Minnesota public post-secondary institution or a private, residential, two-year or four-year, liberal arts, degree-granting college or university located in Minnesota." Participation is voluntary.

Eligible courses

Although not defined in statute, eligible courses include all nonsectarian courses that eligible institutions offer in which students have reasonable probability of success. Unlike programs in some other states, the Minnesota programs allows reimbursement for postsecondary courses that duplicate those taught in the participating high school, as well as courses that satisfy general high school and college graduation requirements. Since the statute gives priority in postsecondary course enrollment to postsecondary students over high school students, actual enrollment in those courses is not guaranteed.

High school students may enroll solely for high school or postsecondary credit, or both -- with the choice to be made at the time they enroll. Students must pay tuition and fees if they enroll only for postsecondary credit.

Minnesota's statute and guidelines deal with how high school and postsecondary credit is to be awarded. Its Commissioner of Education cautions schools against the weighting of grades in computing the students' high school grade-point average, as is sometimes done for grades earned in advanced courses taken in the high school.

Eligible courses may be offered in the high school or on the postsecondary institution's campus, with the former having the advantage of easier scheduling within or beyond the normal school day. However, the Commissioner warns that some colleges may not accept the transfer of credit for courses taken at the high school.

Local agreements

Local school boards may enter into agreements with postsecondary institutions to offer secondary and postsecondary courses that may be taught at either the high school or the postsecondary institution. These agreements specify the courses to be offered but, unlike those in other states, their scope does not appear to be set forth in statute or departmental guidelines

Funding

As noted earlier, under the statute students who enroll for high school credit do not have to pay tuition and fees. The Minnesota Legislature has not appropriated special funds for the program, and local districts bear its costs from their basic revenue

High school participants generate general education revenue if they are enrolled in a high school full time, even though they may not actually attend high school at all. The state transfers a portion of this revenue to the postsecondary institution to pay for tuition, fees, and books. If the student attends high school classes for any length of time, the district is paid its pro-rated share first. The postsecondary institution is then reimbursed for tuition, fees, and books until the per pupil allotment is exhausted. The Department of Education sends a billing to each participating postsecondary institution at the end of each quarter, listing all students currently registered. The institution enters the necessary information for each student and returns it to the Department for payment. At the end of the school year, the school district completes an "hours report" that indicates the number of hours students could spend in high school classes and the actual hours each student spent in credit-bearing high school classes. This report establishes the upper limit that is available to pay a student's college bill

(Minnesota Department of Education, 1986, pp. 6-7). Details about formulas and conditions for reimbursing postsecondary institutions appear in Subdivision 6 of Section 123.3514 of the Post-secondary Enrollment Options Act reproduced in Appendix B.

Participants in the program

According to the Minnesota Department of Education, the numbers of eleventh- and twelfth-grade students participating in the program has increased every year but one since its implementation in 1985-86 -- from 3,528 the first year up to 6,696 for 1990-91:

<u>Year</u>	<u>Number of High School Participants</u>	<u>Percentage of Eligible Students</u>
1985-86	3,528	--
1986-87	4,953	--
1987-88	5,041	--
1988-89	5,901	5 0%
1989-90	5,894	5 0
1990-91	6,696	5 8

As is evident from these figures, participating students now represent nearly 6 percent of Minnesota's eligible public high school students

By 1990-91, 81 public and private postsecondary institutions in Minnesota were participating in the program, including seven campuses of the University of Minnesota and its extension and correspondence branches, the six state universities, 16 independent colleges and universities, 19 state community colleges, and 33 area technical colleges. These institutions review individual applicants, using their own criteria for admission to their courses, such as a particular rank in the high school class, a certain high school grade-point average, or a high score on a standardized admission test for admission to the program, and some of them require recommendations as well. These selection criteria for enrollment vary widely among the participating institutions and within systems, with the technical colleges appearing to be the least selective of any institutions. In a report on the first year of the program, called for by the Minnesota Legislature, the Department of Education reported these encouraging findings (1987):

- 1 Among eleventh graders in 1985-86, 17 percent of them participated in the program, as did 47 percent of all twelfth graders. Almost all high schools in 62.2 percent of the state's school districts participated in the first year of the program, and the number of their student participants ranged from 1 to 257.
- 2 Twelfth grade students comprised 73 percent of the participants, with eleventh graders constituting the remaining 27 percent.
- 3 Nearly half of the participants (49 percent) took community college courses, 17 percent each enrolled in the University of Minnesota and in Minnesota's State Universities, 10 percent attended area technical colleges, and 6 percent chose independent colleges and universities.
- 4 High school students in the community colleges earned the lowest grade-point average -- 2.76 -- while those at the University had an average of 3.07, and those at the State Universities, 3.03.
- 5 Twenty-nine percent of the participants enrolled in one course during the first year, 19 percent in two courses, 11 percent in three courses, 34 percent in from four to 11, and 7 percent took 12 or more courses. The students earned an average of 20 college credits in that year.
- 6 The most frequently enrolled courses were in the humanities (37 percent), communications (25 percent), mathematics and sciences (12 percent), and technical/vocational (5 percent).
- 7 Fifty-three percent of the grades awarded were As or Bs; 22 percent were Cs, 4 percent were Ds; 1 percent were Fs; and 19 percent were "no credit" or "incomplete."

Perceptions of the program

Following its 1987 report on the first year of the program, the Minnesota Department of Education summarized the results of surveys of participating

students, their parents, and staff in participating high schools and postsecondary institutions that revealed highly positive opinions about the program, with the one exception being those of some high school personnel. The student survey sampled 1,879 participants from 226 school districts who were enrolled in 67 postsecondary institutions. The survey had a 90 percent response rate, with 61 percent of the respondents women and 39 percent men. Among the findings from the surveys:

- 1 Students were highly satisfied with their experiences, with 96 percent having a favorable perception of the program, and 84 percent of the twelfth graders expecting to continue their postsecondary education. Satisfaction was greatest among participants at independent institutions and the University of Minnesota.
- 2 Factors that were related to student participation were geographic accessibility to a postsecondary institution, parental encouragement, the opportunity to make academic progress, and the financial advantage in meeting college costs.
- 3 Educators expressed less favorable opinions than did the students and their parents, while high school counselors and teachers expressed less favorable opinions than other educators. Perceived problems were (a) counselor confusion about the award and transfer of credit, (b) scheduling conflicts related to transportation and registration procedures, (c) difficulties in assessing a student's likelihood of being accepted by a particular postsecondary institution, (d) frustration over billing and reimbursement procedures, and (e) the program's perceived negative effect on morale of high school teachers and thus on the academic performance of other students because the most academically talented students were participating in the program and not in high school classes.
- 4 School administrators believed that they were losing some fiscal resources but gaining educational resources from participating in the program, overall, they judged the fiscal impact as "substantial but insignificant."

State policy issues

Minnesota's Department of Education identified 11 state policy issues in the course of its study of the first year of the program (1987, pp 76-77):

- 1 The advisability of establishing specific admission standards for high school students enrolling in postsecondary courses or programs.
- 2 Articulation of school district and postsecondary policies relating to advanced placement and other accelerated programs.
- 3 The feasibility of implementing and funding a statewide advanced placement program to accomplish, to the extent possible, (a) making advanced placement courses available in every school district, (b) providing for a partial or a total subsidy of advanced placement cost, and (c) requiring postsecondary institutions to grant postsecondary credit for successful completion of advanced placement programs
4. The feasibility of implementing cooperative plans for offering postsecondary courses in the high school
5. The feasibility of expanding course offerings through alternative means when access to postsecondary institutions is geographically impossible
- 6 The feasibility of expanding the program to include summer school courses and programs
- 7 The feasibility of including nonpublic school participants in the program
- 8 The comparability of high school and postsecondary courses
9. The assessment of counseling services provided to students and parents or guardians
- 10 The results of credit appeals made to the State Board of Education.
11. The feasibility of increasing the maximum age of compulsory attendance.

In conclusion, after seven years of experience, Minnesota's program appears to be achieving its objectives at little added cost to the state. Yet it is not an "open-admission" program that is available to all interested students, as some have suggested, since

Minnesota's postsecondary institutions are expected to maintain their academic standards by selecting only qualified applicants.

Statewide programs in other states

Besides Minnesota, at least 11 states have created postsecondary course enrollment programs for high school students through legislative action, department of public instruction initiative, or coordinating board policy -- Colorado, Florida, Iowa, Kansas, New Jersey, New Mexico, North Carolina, Ohio, South Dakota, Utah, and Wisconsin. The following pages briefly describe these programs, but because most of them are new, little quantitative or evaluative information is available on them compared to that for Minnesota. Display 4 on pages 20-21 compares the characteristics of Minnesota's program with those of seven others which the Commission has selected for emphasis.

Colorado

In 1990, the Colorado Legislature enacted into law the Postsecondary Enrollment Options Act that is reproduced in Appendix C. The Act provides for the enrollment of high school juniors and seniors age 20 and under in public colleges and universities in Colorado for high school or postsecondary credit or both. The University of Colorado, the state universities, the community colleges, and area vocational schools may all participate by offering courses that meet degree or diploma requirements. Under the Act, Colorado's school districts are required to give information about postsecondary enrollment options to student and their parents. High school students are "eligible to apply to enroll," with no guarantee of acceptance by the postsecondary institution. Enrollment is on a "space available" basis.

The statute calls for cooperative agreements to be reached between each school district and the postsecondary institutions where its students are likely to enroll, including conditions of enrollment and finance. Students do not pay for courses taken for high school credit, but they must pay tuition and fees for courses in which they receive postsecondary credit. The postsecondary courses are typically

three or four credit-hour classes and are taken for two semesters or the equivalent

Colorado's financial provisions call for school districts to include the enrolled students in their attendance count and for postsecondary institution to *exclude* these students from their full-time-equivalent enrollment if more than three students from a school district are enrolled in the same course at the same institution and if at least one student requests high school credit. A school district must then forward to the postsecondary institution the amount specified in their cooperative agreement (Details of the funding mechanism are set forth in Section 22-35-105 of the Act in Appendix C)

Florida

The Florida Legislature has enacted several statutory provisions over time that are designed to increase acceleration and articulation involving the public schools and postsecondary institutions while offering high school students several options for postsecondary enrollment.

The intent of Section 240.116, "Articulated Acceleration," of the Florida statutes on postsecondary education is to (1) shorten the student's time to complete a degree or diploma, (2) broaden the scope of curricular offerings for high school students, and (3) increase the depth of study available in particular subjects. The program includes dual enrollment, the College Board's Advanced Placement program, credit by examination, and the International Baccalaureate program. Dual enrollment involves early admission to college but requires that coursework be applicable to high school graduation requirements.

Under Florida's early admission program, students with at least six semesters of high school beginning in the ninth grade may enroll full time in a postsecondary institution. These students are exempt from the payment of postsecondary fees, as are others in the dual enrollment program.

Courses that qualify for the dual enrollment program may be offered during and after school hours as well as in the summer session -- the latter not permitted in Minnesota's program. Not included as eligible courses are college preparatory and other precollegiate courses, physical education and other

physical skill courses. Vocational courses offered in community college or vocational/technical centers may be used to earn elective credit both for a high school diploma and for a degree or certificate from a job preparation program. The Florida statute indicates that this type of dual enrollment should not supplant the high school diploma but instead be viewed as a "positive measure" for school improvement.

Superintendents of school districts and community college presidents must execute inter-institutional articulation agreements with the assistance of articulation committees. State university presidents are encouraged to designate representatives to participate in developing these agreements in their service area. The agreements should include (1) a delineation of courses and programs to be covered, (2) eligibility criteria for student enrollment, and (3) the institution that is responsible for assuming the cost of the coursework. The program may include independent as well as public postsecondary institutions, but there is no exemption from the payment of fees by students enrolling in independent institutions.

Dual enrollment students are included for funding purposes in the calculation of basic program full-time-equivalent enrollment for grades 9-12 and as a proportional share of the postsecondary institution's full-time-equivalent enrollment, but no state funding is provided for college courses in mathematics or English unless enrolled students have passed the relevant sections of entry-level examinations or, in the case of vocational courses, the vocational entry-level examination.

In 1985-86, 6,822 of Florida's high school students participated in the dual enrollment program. That same year, 18,940 of Florida's students were enrolled in Advanced Placement courses with 56 percent scoring three or higher on the College Board's Advanced Placement examinations. Since then, enrollment in Advanced Placement courses has increased considerably.

Iowa

The Iowa Legislature approved a Postsecondary Enrollment Options Act in 1987 that provides opportunities for students in grades 11 and 12. Institutions

Display 4 *Major Characteristics of Selected State Programs of Postsecondary Course Enrollment*

State	Statutory Reference	PSE Institutions	High School Grade Levels	Admissions Criteria	Type of Credit
Colorado	Article 35 Sec 22-35-101-110	Public 2- and 4-year institutions, area vocational schools	Grades 11-12	20 years and under, "eligible to apply" on space-available basis	HS or PSE or both.
Florida	House Bill 1008 (1987) SBR GA-10 024 and GA 14 031	State universities, community colleges, and independent institutions	Early admission after six high school semesters, including grade 9	Eligibility criteria in district inter-institutional agreements	HS and PSE for vocational certificate, associate and baccalaureate degrees
Minnesota	Statutes of 1985, Sec 125 3514	Public two- and four-year institutions, independent, residential, liberal arts, degree-granting institutions	Grades 11-12	Established by individual institutions, variable and usually selective	HS or PSE but students enrolled for HS credit may request PSE credit.
New Jersey	Authority delegated to the NJ Department of Higher Education	Public and independent two- and four-year institutions	N/A	Recommended by HS principal and/or superior academic record in high school	HS or PSE or both.
New Mexico	House Bill 72 (1990) Chapter 25	Community colleges and branches, vocational and technical institutions	Normally grades 11-12	Eligibility criteria in local agreements but PSE institution makes final decision.	HS or PSE or both, vocational credit for HS only
North Carolina	GS 115 D-1,5, and 20, Section 1, Huskins Bill	Public community colleges	Grades 11-12, enrolled in at least three high school courses and making satisfactory progress	College-bound students at least 16 years old who have progressed beyond the normal high school level and can benefit.	HS or PSE or both.
Utah	Senate Bill 228 (1987) and Senate Bill 27 (1989)	State system of two- and four-year institutions, plus independent institutions	Graduation after grade 11 or college courses in grade 12	Joint responsibility of local HS and PSE institution for selection	HS graduation or PSE or both
Wisconsin	Assembly Bill 556 (1989) Note Bill voted down but current law allows HS students to enroll for credit at University of Wisconsin institutions	University of Wisconsin institutions and centers, vocational, technical and adult education schools, independent residential institutions	Grades 11-12 (excluding students attending vocational-technical area schools)	On a space-available basis	HS or PSE or both.

Source: California Postsecondary Education Commission staff analysis

Opportunities for High School Students

Type of Course	Restrictions	Type of Faculty	Sites Used	Cost to Student
Course must be applicable to PSE degree or certificate	Summer School programs excluded.	N/A	N/A	No cost to student if for HS credit, if not, student pays regular tuition and fees
Courses must be applicable to PSE degree or certificate	No pre-collegiate or college preparatory courses, physical education or physical skills courses. No funding for college-credit English or math unless student has passed relevant sections of entry-level examinations	N/A	N/A	Student exempted from registration and laboratory fees in public institutions, must pay tuition and fees in independent institutions
All types	Combination of HS and PSE courses must be full-time load, no more than one year of postsecondary credit if enrolled in grade 12	HS faculty may teach with qualifications like PSE faculty	Some courses offered at high school sites	No cost to student for HS credit, if not, student pays regular tuition and fees
Normally courses regularly offered to freshmen	No more than 2 courses per semester or 16 credits per year	HS faculty with at least a master's degree in the subject area	High school and PSE campus	Student pays tuition for PSE credit but ability to pay must not be a barrier (scholarships)
"College level" and technical/vocational credit and non-credit.	Vocational courses for HS credit only if not offered by the local HS	N/A	N/A	Public schools pay tuition for their students in PSE courses (low or none at all)
Regularly authorized college-credit courses, excluding physical education, typing, and other skill courses	May not duplicate local HS offerings nor be required for HS graduation	Community college faculty on overload basis	High school and community college campus	Student exempted from community college tuition but other fees subject to local agreement
Freshman PSE courses in general and vocational/technical education	Limit of 45 quarter units per year per student	Public school teachers as adjunct faculty and PSE faculty	High school, PSE campus, in the community, and by interactive television.	Cost shared by student, district, and PSE institution but latter may waive "negotiated tuition fee" for needy students.
N/A	Course must not be comparable to those offered by the local school district, student may enroll for no more than 15 units per semester	N/A	Two University of Wisconsin institutions offer courses in high schools.	No cost to student if taken for HS credit and course is not offered by the HS district (may be also used for PSE credit)

under the Iowa State Board of Regents and community colleges are eligible to participate in the program, as are accredited independent institutions. Students in both public and private high schools may participate, but private school students do so with different conditions than the state sets down. Those who wish to participate apply directly to the postsecondary institution, which in turn decides whether to permit them to do so.

Eligible courses in the Iowa program include both academic and vocational/technical courses that are not offered by the student's high school. Students may earn both high school credit to satisfy graduation requirements and postsecondary credit.

Kansas

Senate Bill 101 of 1991 permits Kansas students in grades 11 and 12 to enroll for postsecondary credit if they (1) have demonstrated academic ability, (2) are authorized by their school principal to apply, and (3) are determined to be "acceptable for enrollment" by the postsecondary institution. The intent of the statute is to provide opportunities for high school students who may not have strong records of achievement but have shown potential for academic success.

Postsecondary institutions that are eligible for the program include those under the Kansas Board of Regents, community colleges, Washburn University, and accredited independent institutions.

Local school boards reach agreements with the postsecondary institutions enrolling their students that include the kind of credit to be awarded. Both high school and college-degree credit are permissible.

Normally, a one-third share of the tuition is paid each by the student, the state, and the school district, but the state pays the student's share in case of financial need.

New Jersey

Pursuant to delegation of authority by New Jersey's Legislature, the New Jersey Department of Higher Education has adopted regulations governing postsecondary enrollment options that are reproduced in Appendix D. The program is limited to regularly scheduled freshman college and university courses

that postsecondary institutions offer in the high schools. Students enrolling in these courses must be recommended by their high school principal or have a superior high school record or both, and they are limited to taking two courses per semester or 16 units per year.

High school faculty who teach the courses must have an appropriate master's degree and participate in orientation training and evaluation seminars. They use college syllabi and texts in the courses, and the postsecondary institution provides examination materials and criteria for grading them in order to assure comparability of course content and grades with classes taught on campus. Postsecondary faculty make scheduled visits to the classes for observation and appraisal, and adequate library and laboratory resources must be available in the high school.

New Mexico

In 1990, the New Mexico Legislature amended the law that prohibited postsecondary institutions from counting high school students for state funding if they were attending the postsecondary institution during the regular school day. In interpreting the law, New Mexico's State Board of Education and its Commission on Higher Education adopted a joint policy that is reproduced in Appendix E. Non-dual funding is provided for what is called "concurrent enrollment" -- such students remain fully funded at the high school level, and on behalf of them the public school must pay tuition (which in New Mexico is low or non-existent), while the postsecondary institutions also receive state funding for them on a full-time-equivalent basis.

Public school districts and postsecondary institutions must have a written agreement that covers methods of determining student eligibility, information and counseling to be made available, competencies needed for success, grading policies, and other related matters.

Under New Mexico's program, high school juniors and seniors may enroll in approved courses that area vocational schools offer, when such courses cannot reasonably be offered by area high schools. Such courses must as a minimum yield credit toward high school graduation.

North Carolina

North Carolina offers several postsecondary enrollment options programs in community colleges for high school students. Its so-called Huskins Bill -- enacted in 1983 -- provided for "cooperative programs" that expanded dual/concurrent enrollment opportunities for high school students to enroll in community college courses for credit, but it did not create a statewide or systemwide program. Instead, it allows North Carolina's community colleges to offer credit courses for high school students on either the college or the high school campus. Students may enroll at state expense regardless of their previous academic record and receive high school credit for community college courses. The community colleges may report the student hours "in membership" and receive funding for them, as may the high schools. During 1990-91, the community colleges generated 698.2 full-time-equivalent student enrollments and received a total of \$18,787 in state funds under the Huskins Bill.

Guidelines for the cooperative endeavor state that it is a "vehicle to be used to facilitate the articulation of advanced programs between local high schools and local community colleges," with articulation needed to (1) avoid students having to repeat coursework, (2) make good use of the state's resources, and (3) ease the movement of students from high school vocational education to related programs in technical and community colleges. Postsecondary courses in the cooperative program may not duplicate high school courses, and courses that are required for high school graduation are not eligible for inclusion. High school credit may be awarded for eligible postsecondary courses.

Following adoption of the Huskins Bill, the State Board of Community Colleges established regulations and guidelines for two other programs -- a dual enrollment program for high school students "making satisfactory progress," and a second for high school dropouts who are between 16 and 18 years of age. In 1990-91, its dual enrollment program generated 263.8 full-time-equivalent student enrollments and yielded \$70,987 in state funds for the community colleges. The Board has a June 1 deadline for the receipt of high school/community college plans and agreements for the following year, and it requires quarterly reports from the colleges that include titles of courses, enrollments by course,

numbers of courses by program, number of classes by course, and similar information. In this dual enrollment program, participating students must take at least three high school courses and be making satisfactory progress toward graduation. The high school principal must recommend them, and the community college president must approve their participation.

Students in both the cooperative and dual enrollment programs are exempt from community college tuition. Payment of costs over and above tuition is worked out locally by the two boards.

Two other concepts of postsecondary enrollment options that local school boards may use to establish programs are the "College Advancement Program" and "Advanced Vocational Studies." The former program allows selected college-bound high school students who have progressed beyond the normal high school curricular offerings to take community college courses in such disciplines as history and mathematics in order to complete high school earlier than normal. The latter program -- Advanced Vocational Studies -- allows high school students to avoid delay and the loss of credit in the transition from high school to college career-oriented courses. Neither program is intended to shift responsibility from North Carolina's high schools to its community colleges.

Ohio

In 1989, the Ohio General Assembly established the Postsecondary Enrollment Options Program for "appropriately qualified" high school juniors and seniors to take college and university courses for high school credit. It directed all Ohio school districts to develop plans for implementing the options, with an emphasis on local arrangements. College and university faculty are expected to teach the courses -- on their home campus as much as possible -- for regularly enrolled college students as well as the participating high school students. Student admission to the program is not guaranteed, nor is the transferability of credit to another institution. No remedial courses are eligible for the program. Ohio's informational materials on the program emphasize its potential risks to participating students as well as its advantages. Other options

include Advanced Placement courses, early admission, and concurrent enrollment

South Dakota

South Dakota's House Bill 1386 (1990) permits high school juniors and seniors to enroll for no more than six units per semester in a higher education institution or vocational institute for high school and postsecondary credit, with the latter awarded upon verification that the students have received their high school diplomas. One of the state's universities offers enrollment opportunities to high school seniors who rank in the upper quarter of their class

Utah

Statutes approved by the Utah Legislature in 1987 (Senate Bill 2281) and in 1989 (Senate Bill 27, both of which are reproduced in Appendix F) have produced three enrollment options programs for Utah's high school students

- 1 Early graduation after grade 11,
- 2 Enrollment in college-level courses part time during the day, some on college campuses and others in high schools or elsewhere, and
- 3 Freshman college courses for students in the twelfth grade for high school graduation and to help them get better prepared for postsecondary education or work.

This three-part package is called "concurrent enrollment," and Utah's coordinating council staff note a "dramatic expansion" of institutional arrangements after passage of the law in 1987

The Utah statutes call for the development of student educational plans at the beginning of the ninth grade, with involvement of parents and counselors, and directed toward either eleventh-grade or twelfth-grade graduation.

College-credit courses may be taught by high school teachers as adjunct faculty, as well as by college faculty. They may be offered in the high school as well as on the college campus or by television. Utah's public postsecondary institutions must accept credit

earned in the courses for transfer and satisfaction of their degree requirements

The State of Utah appropriates funds to its Office of Education for "Accelerated Learning Programs," some of which are to be used for the programs described above. Each of its 40 school districts receives a pro-rated share for concurrent enrollment programs that equals the number of quarter hours of eligible college credit their students earned the previous year, up to a limit of 45 quarter hours per student per year. They may use these funds to (1) assist in developing distance learning, (2) pay for coordinator time, and (3) pay for textbooks and materials for poor students. Costs of enrollment are to be shared by the students, the school districts, and the postsecondary institutions, but the latter may waive negotiated tuition fees for needy students under local agreements

Wisconsin

In 1989, the Wisconsin Assembly considered and then voted down Assembly Bill 556 -- the Learner Education Advancement Plan that was modeled after Minnesota's 1985 statute for postsecondary enrollment. (Appendix G reproduces an analysis of Wisconsin's plan.) The intent of the bill was to (1) expand course options for all high school students, (2) meet individual student learning and development needs, and (3) save money through double counting of credit for high school and postsecondary requirements

An extensive projection of costs and enrollments was made for the plan, much of which appears in Appendix H. Anticipated problems with the plan that led to its defeat were (1) the possibility of student choices without informed guidance; (2) inundation of campuses in close proximity to population centers (for example, the main campus of the University of Wisconsin in Madison, the state's capital); (3) opposition of teachers' unions that feared a loss of students and jobs; and (4) conflict over turf and funding issues.

Subsequent to the defeat of Assembly Bill 556, the Legislature enacted a law that requires local school districts to pay tuition for students enrolled in University of Wisconsin institutions if the courses are not offered by the high school district and students

receive high school credit for them. The University of Wisconsin system includes both two- and four-year institutions but excludes the state's postsecondary vocational/technical institutions. Two University campuses now offer courses in local high schools. School districts reimburse the postsecondary institutions for tuition and fees and for books and materials if the student enrolls for high school credit, otherwise the student pays the cost of these books and materials.

Related activities in other states

In a number of other states, individual institutions or systems of institutions operate course enrollment programs for high school students without formal legislative or coordinating council involvement, just as do those in California. Among these institution-based or system-based programs, those in Georgia, Hawaii, Illinois, Oklahoma, Rhode Island, Tennessee, Virginia, and West Virginia merit at least brief mention.

Georgia

The University System of Georgia offers three types of programs: joint enrollment, early admission, and the College Board's Advanced Placement program. Schools that offer the latter are discouraged from offering a joint enrollment program. Policies date back to 1983 and at the present time 800 to 1,000 students are enrolled in one of these programs during the school year and the summer, out of a total enrollment of 225,000.

The University System's minimum criteria for participating in the joint enrollment programs are a Scholastic Aptitude Test (SAT) combined score of at least 850, a high grade-point average of 3.0 or better in academic subjects, written approval of the high school principal, written consent of the parent or guardian, and completion of the University's System's College Preparatory Curriculum. Students with a score of at least 450 on the SAT Verbal subtest are exempt from that final criterion in that they may take their final year of English or social studies as part of a joint enrollment program.

Except for English and social studies, students

may not take postsecondary courses to satisfy both high school and college requirements. Postsecondary courses may be offered in the high school but, where possible, must be taught by a full-time college or university instructor.

Hawaii

All but one campus of the University of Hawaii offers an early admission program for high school students -- usually juniors and seniors -- who "have exhausted all advancement opportunities through high school." Such students must be in good standing in high school and be recommended by the school, with parental permission to participate. Students must demonstrate that they are motivated and capable of doing college coursework.

Enrollment opportunities in specific courses are also available on a part-time enrollment and space-available basis. In addition, some community colleges in the University system offer courses for high schools that the schools are not able to offer themselves, such as calculus and physics.

Illinois

Illinois has no state programs or policies for postsecondary course enrollment options, but like California, most of its postsecondary institutions permit high school students to enroll under certain circumstances, with policies and procedures left to the individual institutions and high schools to establish. Also like California, Illinois high schools and community colleges offer cooperative 2+2 tech/prep programs.

Oklahoma

Regulations of the Oklahoma State Regents for Higher Education provide for a concurrent enrollment program that permits the provisional admission of high school students in grade 12 to the state's postsecondary institutions. Applicants must meet the published criteria for admission to these institutions, have taken the SAT or the American College Testing (ACT) examination, and be enrolled less than full time in high school. They must also be eligible to meet the high school graduation

requirements by the end of the spring term of their senior year

Eleventh-grade students may be eligible if they meet postsecondary admission requirements, are enrolled part time in high school, and have a composite ACT score at or above the 90th percentile on Oklahoma norms or a combined verbal and mathematics score on the SAT at this same percentile on national norms.

Eligible courses may not be "zero level" -- that is, at less than college-level degree credit. Regularly employed faculty from postsecondary institutions teach these courses, but they may be taught off campus or by alternative delivery systems

Rhode Island

The Board of Regents for Elementary and Secondary Education adopted regulations in 1983 that read in part, "to increase options for transition from high school to college, school districts shall develop concurrent enrollment programs and policies and disseminate information about participation." Arrangements are made on a case-by-case basis for students to enroll in Rhode Island's public postsecondary institutions.

Tennessee

Tennessee has no state program or policy establishing a postsecondary course enrollment program, but institutions in its public university and community college systems may offer opportunities for high school students to enroll for credit in accordance with system policies. Two examples are joint enrollment and early admission. High school students who wish to participate in either program must have their principals' recommendation and strong academic qualifications -- a grade-point average of 3.2 for joint enrollment or 3.5 for early admission -- a satisfactory score on the ACT examination, and

demonstration of competence in basic skills on a standardized examination

Virginia

Virginia has had a plan since 1988 for dual enrollment in its high schools and community colleges that was developed by the Virginia Community College System. High school and college credit may be earned in academic subjects, the fine arts, and vocational courses. Specific arrangements for dual enrollment are made at the local level.

High school students may enroll in postsecondary credit courses (1) with other college students, (2) in specially scheduled college courses taught at the high school, and (3) classes taught on the community college campus exclusively for high school students

Any high school junior or senior at least 16-years old may participate but responsibility is given to local educators for assurance of student qualifications and ability to benefit. The high school principal must approve the student's application to enroll, and applicants must meet the community college's admission standards. Developmental, health, and physical education courses are not eligible for the program.

Faculty members who meet state minimum standards are selected by the local community college

West Virginia

The State College and University System of West Virginia has no single program, but many institutions permit high school students -- typically those with records of strong academic performance -- to enroll in one or more courses. Students must pay their own expenses unless they are receiving student financial aid or other forms of "third-party" assistance

4

Differences and Commonalities Among the Programs

IN THIS SECTION, the Commission deals with the similarities and differences among the states' postsecondary enrollment options programs. These state programs tend to be new -- implemented under statutes or policies adopted in the last two or three years -- the exception being Minnesota's Postsecondary Enrollment Options Act, which was implemented in 1985.

The major variables that differentiate existing state programs are the subject of the first five parts of this section -- (1) which students are eligible to enroll, (2) what kinds of credit students may earn, (3) who may teach the courses, (4) where they may be taught, and (5) who pays what for the instruction.

Eligible students

Students who are eligible to enroll in postsecondary courses are high school juniors and seniors -- or, in a minority of the programs, seniors only. Some programs have age restrictions -- at least 16 but no more than 20 years of age, and require a parent's or guardian's approval if the student is a minor. Students are regularly enrolled in high school, although some may be able to take a full load of college and university courses in some programs, while other programs restrict students to a given credit load per term or a total amount of credit that may be earned before high school graduation.

Virtually none of the state programs are offered on an "open admissions" basis -- that is, without regard to the student's previous academic performance. The exceptions to this generalization are some community or technical colleges that practice open admission for their regularly enrolled students, but even these institutions may ask for evidence of the students' likelihood of success in the courses in which they wish to enroll. Most programs delegate responsibility for setting admissions criteria and standards to the institutions where students plan to

enroll -- a condition that produces some confusion when students have several postsecondary options from which to select.

Most programs require a recommendation from the high school principal or counselor and some require references or interviews or both, with the intent to ensure the applicant's "maturity" as a potential college or university student. More frequently, the programs require (1) a certain minimum rank in the high school class; (2) a high school grade-point average at a specified level above a C; or (3) minimum scores on the Scholastic Aptitude Test (SAT) or the American College Test (ACT). Less frequently, they require demonstration of competency in such basic skills as reading, writing, and mathematics. Some state and institutional programs define "eligible" high school students as those who meet the freshman admission standards for regularly enrolled students -- a major variable, given the range of admissions policies from "open admission" to highly selective criteria in some states.

Finally, eligible students are, for the most part, those who are enrolled in public schools in districts that reach agreements with the postsecondary institutions where their students may enroll -- agreements that include means for transferring funds from the district to the postsecondary institution. Students in private high schools are not prohibited from participating in most programs, but reimbursement of the postsecondary institution for the cost of their enrollment is a barrier.

Provisions for credit

Most state programs allow students to earn high school or college graduation credit, or both, in the postsecondary courses in which they enroll, although funding differs significantly for the two kinds of credit, as will be noted later in this section. Courses taken for high school credit may (1) paral-

level courses in the high school curriculum, (2) satisfy particular requirements without being precisely parallel or equivalent, or (3) satisfy a provision for "elective" courses. In the latter case, an appeals process at the state level is one feature of most state programs

Various restrictions limit the kinds of courses that qualify for the program -- the most common being that they must be nonsectarian. Some programs also exclude courses in physical education, typing, basic skills remediation, and other types of skill courses. More important, however, are variations in restrictions on what postsecondary institutions may offer that relate to offerings by the high schools that are involved. The intent of such restrictions is to prevent the shifting of responsibility for offering some high school courses to the postsecondary institution -- for example, senior-level courses in mathematics or science that may have low enrollments and may be difficult to staff at the high school level. One program, indeed, prohibits postsecondary institutions from offering courses for at least two years that would replace courses that a high school drops from its curriculum. Still other programs impose no such restrictions from the state level, probably in the belief that postsecondary institutions need to supplement and enrich the curriculum that high schools traditionally offer because of the scarcity of qualified high school faculty in some fields and decreasing funding that makes it difficult to offer low-enrollment courses that may be necessary as preparation for college work.

The faculty

Who may teach the courses is another important variable in the state programs. Some specify that regularly employed college and university faculty shall teach such courses -- usually on campus, in classes with regularly enrolled freshmen and other lower-division students. Still other programs allow high school faculty members to teach these courses -- usually at the high school or an off-campus location, for high school students and sometimes members of the local community.

High school faculty members who teach postsecondary courses under these special programs remain members of the local high school faculty but are

usually appointed as "adjunct" faculty members by the institution that awards the credit. Qualifications for such faculty are established by individual institutions, but state policy imposes certain conditions that relate to monitoring and supervision, course syllabus and materials, and quality control generally. In one state, graduate or in-service credit may be awarded to high school faculty members who participate in the supervised experience.

Community and technical colleges participating in the state programs are more likely to employ high school faculty members to teach their courses than are baccalaureate-granting institutions. One reason is probably the greater geographic proximity of community colleges to high schools, thus making cooperation easier.

Site of the courses

Postsecondary courses in which high school students may enroll are often taught on the college or university campus, with regularly enrolled lower-division students in attendance. Most programs also permit the postsecondary courses to be taught in the high school, often by high school faculty members. Among the considerations in deciding on the location of postsecondary courses is the availability of library resources, computers, equipment, specialized facilities, and other instructional resources.

The scheduling of courses at one or another of the sites may contribute to the secondary and postsecondary shared use of specialized and often costly facilities and equipment -- an important factor in vocational/technical and science courses, among others.

Funding

Most state programs provide that high school students who enroll in postsecondary courses for high school credit do not pay tuition and fees or, in most instances, the cost of textbooks and materials, although they may be required to pay for tools and equipment that become their property. If they enroll solely for college and university credit, they are

subject to the institution's tuition, fees, and other costs. Students enrolled for both types of credit typically do not pay for their courses, since at least a part of the institution's normal charges are paid by the high school district (or the state, on behalf of the district). Financial aid is not available to students who enroll for high school credit but may be available to those seeking postsecondary credit and who must pay tuition and fees.

Arrangements for reimbursing postsecondary institutions for the costs associated with enrolling high school students for high school credit are both varied and complex, largely because of differences in the ways the states fund public education. One generalization is that most districts or states do not pay the full cost of tuition and fees unless these costs are equal to or less than what would be allocated by a formula that involves district apportionment and other revenues. A second generalization is that the reimbursement to the postsecondary institutions involves some kind of proration based on student load. A third is that state statutes or policies usually call for the local school districts and each participating postsecondary institution to draw up annual agreements that include detailed information about reimbursements as well as the courses to be taught that year, credit to be awarded, conditions for enrollment, and the like.

Two additional facts are relevant to the issue of funding. First, postsecondary institutions that open their classes to high school students do so for the most part on a "space available" basis and thus are adequately reimbursed in most instances for the high school enrollment, unless classes are under-enrolled by regular, tuition-paying students. Second, California's program that involves high schools and community colleges in joint enrollment programs probably is the most fiscally advantageous for both parties since high school students are included in the colleges' full-time-equivalent enrollment, while their school districts may also claim full average-daily-attendance (ADA) reimbursement for students who are there for a minimum school day (clock hours, rather than unit load).

Common characteristics of the programs

Although no two state programs are exactly the same, they share several characteristics that are worth noting.

Support of Advanced Placement programs

First, the states seek to encourage rather than discourage the offering of Advanced Placement courses by high schools. Some states recognize that Advanced Placement programs tend to be the province of middle-class and upper-class students and of schools with high college-going rates. These states thus seek ways to make such programs more accessible -- financially and otherwise -- to students from low-income families and racial/ethnic groups that have been historically underrepresented in higher education, just as the College Board does with its fee reduction option for low-income students taking Advanced Placement examinations. The postsecondary enrollment options programs in these states seek to supplement rather than supplant Advanced Placement offerings.

Involvement of independent institutions

A second commonality is the inclusion of independent colleges and universities with public institutions in the state programs. In some cases, the high cost of tuition and selective admission policies at some of these institutions prove a barrier to wide student participation, while, in others, under-enrolled institutions are eager to involve high school students for recruitment purposes.

Lack of transportation

Third, some of the state programs allow financially needy parents or guardians of participating students to apply to their school district for reimbursement of transportation expenses of the students between their school and the college campus, but none of the programs appear to actually provide transportation for students. Depending on the location of

the campus, students may avail themselves of public transportation, rely on parents or others to transport them, or drive themselves -- the latter usually adding campus parking fees to the overall cost of attendance. This variable is one of several that tend to discourage the enrollment of students from low-income families.

The need for counseling

Probably the most important commonality is a shared need for good, timely counseling of students and their parents about the appropriateness of one or more of the options for the students who may be interested in such opportunities. This involves dissemination of information to students and their parents that will enable them to decide whether to explore the program further with the help of a high school counselor. With assistance from counselors, teachers, and other school personnel, students are then expected to screen themselves in or out of the program.

As an example, some programs call for information to be made available by March 1 to sophomores and juniors who might enroll the following fall term, and for these students to indicate their interest by the end of March. High school counselors then assist potential participants in deciding whether to apply for enrollment in the program and to make decisions and take actions leading to acceptance by

the postsecondary institution. The process appears to be nearly as complex as an application for regular freshman admission, since it may require recommendations, interviews, testing, and the submission of school records. The college or university then has the responsibility under state law or policy to notify formally the high school, the student, and usually the state department of public instruction concerning the applicant's acceptance into the program, including the courses to be taken and the types of credit available for their successful completion.

Despite the importance of counseling and good informational materials in all of the programs, one of the weaknesses in their early stages of implementation has been inadequate informational materials, insufficient counselor knowledge of the program and the participating postsecondary institutions, and lack of counselor time to do the necessary advising. While many programs enroll only students with demonstrated ability to handle postsecondary course work, others seek students with potential who have poor or average records because of boredom in high school, inability to schedule the classes they want, or the need for a change in the educational environment. Thus, the importance of counseling should not be underestimated in times of diminishing school revenues since failure or a bad experience in a postsecondary course may signal an end to a high school student's college-going plans and aspirations.

5

Strengths and Weaknesses of the Programs

THE VARIOUS state programs tend to share several strengths and weaknesses. These may be experienced by (1) students who participate in them, (2) the students' high schools, (3) the postsecondary institutions, and (4) the states.

The students

While not an explicit purpose of the programs, the ability of students to take courses to accelerate their progress toward an associate or baccalaureate degree while still in high school and, in some instances, while fulfilling high school graduation requirements is, indeed, a strength. Others that are mentioned in statements of purpose and objectives relate to increasing students' educational opportunities to pursue academic and career areas of interest at a more advanced level than that offered by the high school, increasing college-going behavior while reducing the probability of dropping out of high school, and easing students' transition to college.

A major weakness of the programs is that the students are, in most instances, removed from their high school for some significant portion of their last one or two years -- unable to participate in extracurricular activities because of time constraints and away from their classmates as they progress toward graduation and life beyond. Indeed, high school graduation for students in the program may be a problem when the college or university spring term ends later than the high school term, if the student needs credit in one or more postsecondary courses to satisfy high school graduation requirements.

A final weakness is the lack of assurance in some state programs that postsecondary credit earned at one institution, while the student is still enrolled in high school, will be accepted as meeting degree or other requirements if the student enrolls in another institution after high school graduation. Some

states make such transfer of credit a part of their statute or policy governing such programs in public postsecondary institutions under their purview but it is difficult to impose this condition on independent institutions. In this connection, it may be important to note that policies from the past that restricted such courses to either high school or college credit appear to have been abandoned in favor of dual credit if desired, although the student must pay tuition and fees if only postsecondary credit is sought.

The high schools

In the Minnesota evaluation, teachers and other school personnel had the least favorable attitudes toward postsecondary enrollment options programs that involve their students. However, state policy often cites advantages that may not be fully appreciated -- for example, market competition that encourages high schools to increase their own opportunities for college-bound students, improved articulation with postsecondary institutions, and motivation of high school faculty and staff to achieve higher levels of academic excellence.

The major weaknesses for high schools -- at least that are widely perceived -- are twofold. The first is the loss of some of the schools' most talented students to postsecondary institutions at least part-time, and in some instances, full-time. The loss is especially acute when both the high school and the postsecondary institution offer courses that meet the same high school graduation requirements, since both high school enrollment and competition among students in such courses may be reduced as the more academically talented choose the postsecondary enrollment option.

The second perceived weakness is that the program reduces the amount of funding that is available to the high schools -- to the extent that their students

enroll in postsecondary courses for high school credit and that some of the schools' apportionment is diverted to pay tuition and fees of their students who enroll in the program. A related problem is the call upon high school counselors' time to work with potential applicants to the program -- an assignment for which no new money is available and that detracts from the ability of counselors to perform other tasks in the spring term, a critical time in the school year

The postsecondary institutions

A major strength for institutions that are under-enrolled is the potential to enroll high school students in low-enrollment classes and then to recruit them for regular enrollment as freshmen. For institutions that do not have this problem, the strength is in being able to attract talented, high achieving freshmen who have a good experience while enrolled as high school students in postsecondary courses

Another strength is the likelihood of improved articulation with local high schools and better relationships with the community where the institution is located as a result of providing postsecondary opportunities for local high school students

Increased income resulting from the enrollment of high school students may be either a strength or a weakness if the students are enrolled for high school credit. The state's reimbursement for tuition and fees may be less than that charged regularly enrolled students but it is still income that the in-

stitution would not otherwise receive, and added costs to the institution may be small when students are enrolled on a space-available basis.

Another potential weakness relates to a public relations problem in that the postsecondary institution has primary responsibility for deciding whether applicants from local high schools are eligible and likely to be able to benefit from the program. The rejection of some applicants can have a negative effect on local relationships, as can the failure in or attrition of participating students.

The states

The postsecondary enrollment options program is an important aspect of current public school reforms and restructuring. The programs should improve the quality of the high school educational experience, while increasing significantly the opportunities for high school juniors and seniors to advance. The programs may save money for the state by enabling high school students to make a more informed choice of college or university for enrollment as freshmen, while potentially accelerating their progress through their postsecondary degree program

On the other hand, there appears to be underfunding of the programs by the states, since little or no new money is apparently being appropriated for these programs. Therefore, they are a low-cost initiative, but this funding approach may be shortsighted if the programs are to succeed

6

Implications of the Programs for California

Conclusions

The Commission's analysis of information from 22 states about their postsecondary enrollment programs leads to the following broad conclusions

1. These programs are an approach that states have been taking increasingly in the last few years as part of their efforts to improve the quality of public education at the secondary level
2. The programs are not offered to high school students without regard to their previous academic performance. Instead, they leave the selection of participants to the postsecondary institutions -- often requiring the high school students to meet regular freshman admission standards. Community and technical colleges are sometimes an exception to this conclusion, but they too may screen students so as to enroll only those judged capable of succeeding in the courses the students select.
3. These programs are not offered entirely at State expense. Instead, they usually require students who seek only postsecondary credit to pay the tuition and fees that the postsecondary institution charges its regular students
4. With one exception, the programs do not appear to entail special state appropriations for their establishment and subsequent operation. Instead, the cost of postsecondary enrollment is borne by the local school districts that transfer funds to pay at least a portion of the tuition and fees which the postsecondary institutions charge their regularly enrolled students -- prorated on the basis of course load for their high school students who are enrolled for high school credit. (The school districts may have their state apportionment reduced if the transfer of funds is made by the state agency for public education.) In addition, costs associated with the programs include the time needed by high school counselors and other local staff to plan and carry out successful options as well as time for state-level staff to oversee the development, operation, and evaluation of the programs and assist with information dissemination about them.
5. The state programs have common purposes and objectives related to improving secondary education -- including increased articulation with postsecondary institutions, but they differ in their approaches to achieving their objectives. A major difference is between enrollment on the college or university campus with regularly enrolled postsecondary students versus the offering of postsecondary courses in the high school, almost exclusively for high school students, and sometimes taught by high school teachers as adjunct faculty.
6. Most programs do not address the issue of educational equity -- access to high school students from low-income families, racial/ethnic groups that have been historically underrepresented in higher education, and geographically isolated schools, apart from transportation to the postsecondary institution for low-income students. Black, Latino, and Native American students probably do not enroll in these programs in the same proportions as White students, since their eligibility rates for admission to postsecondary institutions tend to be lower than those of White students. Financial aid is not available to those seeking only high school credit but these students do not have to pay tuition and fees for such enrollment.
7. Most of the programs have been enacted into statute, with the role of the state agencies for K-12 and postsecondary education being primarily

to establish guidelines and, in a few cases, regulations for the local operation of the program and then require school districts to report enrollments and related information to the state, often for the purpose of facilitating the transfer of funds from the district's apportionment to the postsecondary institutions where the students are enrolled

- 8 The programs for the most part entail voluntary local agreements between school districts and nearby postsecondary institutions. Fiscal incentives are few and the rewards appear to be mainly (a) expanded opportunities for high school juniors and seniors to make an easy transition to postsecondary education through the provision of enrollment options, and (b) improved articulation between secondary and postsecondary education that enhances the quality of curriculum and instruction at both levels
- 9 Postsecondary course enrollment programs are but one approach to increased articulation of high school/college offerings and to accelerated academic progress for students. The College Board's Advanced Placement programs is growing in many of the states that responded to the Commission's inquiry and is regarded as a highly desirable and available option. Less available at the present time are enrollment opportunities that may be offered by television and other distance learning approaches -- in large part because of developmental costs but also because of resistance on the part of some faculties to giving up classroom, face-to-face instruction.
- 10 The programs appear to be meeting their statutory purposes -- namely, to expand enrollment options for high school juniors and seniors while promoting rigorous academic pursuits and improving educational quality. However, most of the programs are new and have not yet yielded

information about their cost effectiveness -- the use of credit in meeting postsecondary as well as high school graduation requirements, the transportability of credit between postsecondary institutions, or the college-going patterns of students who earn such credit. More important to this inquiry is the paucity of information about the extent to which the various state programs are satisfying the goals of educational equity -- that is, available to and participated in by students from all socioeconomic and racial/ethnic backgrounds, and from rural as well as suburban and urban high schools

Recommendations

California's vast array of public and independent colleges and universities are now offering postsecondary enrollment options on a voluntary basis -- apparently without barriers or serious obstacles that the State has unwittingly created, but also without incentives that the State might provide. Given the differences in the academic and other characteristics of California's students and programs and in the charges of postsecondary institutions, no single program of postsecondary options appears to be appropriate at the State level across all systems.

California's persistent budget difficulties restrict the State's ability to establish new programs that require additional expenditures. However, California's young people represent a valuable resource that public policy should nurture and support. Therefore, the Commission recommends that the Governor and Legislature consider encouraging each of the systems to maintain and expand the existing successful postsecondary enrollment options for high school students where possible.

Appendix A

Commission Inquiry

July 3, 1991

MEMORANDUM

TO: SHEEO members

FROM: Kenneth B. O'Brien, Executive Director

SUBJECT: Request for information about postsecondary enrollment opportunities for high school students

Recent legislation requires our Commission to conduct a study of postsecondary enrollment options for high school students in other states and to report our findings and recommendations to the Governor and the Legislature by February 1, 1992. The statute that calls for the study makes specific reference to programs in Colorado, Florida, Maine, Minnesota, Utah, and Washington, but others among you probably have such programs as well, and so I am writing to all SHEEO members for help.

Specifically, the statute requests us to obtain information about programs "to allow high school students to take postsecondary classes at State expense, regardless of their previous academic performance." Further, we are asked to review and assess such programs to (1) determine if they have been successful in achieving their objectives, (2) identify their strengths and weaknesses, and (3) estimate the financial cost to California if various options were to be recommended for implementation here.

This is obviously a major undertaking for us, and I shall appreciate any help that you can give in answering this broad charge. I think that we need not consider Advanced Placement, CLEP, or other programs that involve little more than "challenge" examinations and, instead, confine the inquiry to enrollment options for high school students.

I am attaching a copy of the legislation that calls for the study. The staff member who is assigned to this study is Dorothy M. Knoell, and I would appreciate it if you would send her any information that relates to the topic of postsecondary enrollment options for high school students by August 15, 1991. Meanwhile, we appreciate the fine response we have been receiving to my earlier request for information about transfer and articulation!

KBO:ds

Appendix B

Minnesota's Statute

Minnesota Post-secondary Enrollment Options Act (Statutes of 1985, as amended)

123.3514 Post-secondary Enrollment Options Act.

Subdivision 1. Citation. This section may be cited as the "post-secondary enrollment options act."

Subd. 2. Purpose. The purpose of this section is to promote rigorous academic pursuit and to provide a wider variety of options to high school pupils by encouraging and enabling secondary pupils to enroll full time or part time in nonsectarian courses or programs in eligible post-secondary institutions, as defined in subdivision 3.

Subd. 3. Definitions. For purposes of this section, an "eligible institution" means a Minnesota public post-secondary institution or a private, residential, two-year or four-year, liberal arts, degree-granting college or university located in Minnesota. "Course" means a course or program.

Subd. 4. Authorization; notification.

Notwithstanding any other law to the contrary, an 11th or 12th grade pupil, (except a foreign exchange student enrolled in a district under a cultural exchange program), may apply to an eligible institution, as defined in subdivision 3, to enroll in nonsectarian courses offered at that post-secondary institution. If an institution accepts a secondary pupil for enrollment under this section, the institution shall send written notice to the pupil, the pupil's school district, and the commissioner of education within ten days of acceptance. The notice shall indicate the course and hours of enrollment of that pupil. If the pupil enrolls in a course for post-secondary credit, the institution shall notify the pupil about payment in the customary manner used by the institution.

Subd. 4a. Counseling. To the extent possible, the school district shall provide counseling services to pupils and their parents or guardian before the pupils enroll in courses under this section to ensure that the pupils and their parents or guardian are fully aware of the risks and possible consequences of enrolling in post-secondary courses. The district shall provide information on the program including who may enroll, what institutions and courses are eligible for participation, the decision-making process for granting academic credits, financial arrangements for tuition, books and materials, eligibility criteria for transportation aid, available support services, the need to arrange an appropriate schedule, consequences of failing or not completing a course in which the pupil enrolls, the effect of enrolling in this program on the pupil's ability to complete the required high school graduation requirements, and the academic and social responsibilities that must be assumed by the pupils and their parents or guardian. The person providing counseling shall encourage pupils and their parents or guardian to also use available counseling ser-

vices at the post-secondary institutions before the quarter or semester of enrollment to ensure that anticipated plans are appropriate.

Prior to enrolling in a course, the pupil and the pupil's parents or guardian must sign a form that must be provided by the district and may be obtained from a post-secondary institution stating that they have received the information specified in this subdivision and that they understand the responsibilities that must be assumed in enrolling in this program. The department of education shall, upon request, provide technical assistance to a district in developing appropriate forms and counseling guidelines.

Subd. 4b. Dissemination of information; notification of intent to enroll. By March 1 of each year, a school district shall provide general information about the program to all pupils in grades 10 and 11. To assist the district in planning, a pupil shall inform the district by March 30 of each year of the pupil's intent to enroll in post-secondary courses during the following school year. A pupil is not bound by notifying or not notifying the district by March 30.

Subd. 4c. Limit on participation. A pupil who first enrolls in grade 11 may not enroll in post-secondary courses under this section for secondary credit for more than the equivalent of two academic years. A pupil who first enrolls in grade 12 may not enroll in post-secondary courses under this section for secondary credit for more than the equivalent of one academic year. If a pupil in grade 11 or 12 first enrolls in a post-secondary course for secondary credit during the school year, the time of participation shall be reduced proportionately. A pupil who has graduated from high school cannot participate in a program under this section. A pupil who has completed course requirements for graduation but who has not received a diploma may participate in the program under this section.

Subd. 4d. Enrollment priority. A post-secondary institution shall give priority to its post-secondary students when enrolling 11th and 12th grade pupils in courses for secondary credit. Once a pupil has been enrolled in a post-secondary course under this section, the pupil shall not be displaced by another student.

Subd. 5. Credits. A pupil may enroll in a course under this section for either secondary credit or post-secondary credit. At the time a pupil enrolls in a course, the pupil shall designate whether the course is for secondary or post-secondary credit. A pupil taking several courses may designate some for secondary credit and some for post-secondary credit. A pupil must not audit a course under this section

A school district shall grant academic credit to a pupil enrolled in a course for secondary credit if the pupil successfully completes the course. Nine quarter or six semester college credits equal at least one full year of high school credit. Fewer college credits may be prorated. A school district shall also grant academic credit to a pupil enrolled in a course for post-secondary credit if secondary credit is requested by a pupil. If no comparable course is offered by the district, the district shall, as soon as possible, notify the state board of education, which shall determine the number of credits that shall be granted to a pupil who successfully completes a course. If a comparable course is offered by the district, the school board shall grant a comparable number of credits to the pupil. If there is a dispute between the district and the pupil regarding the number of credits granted for

a particular course, the pupil may appeal the school board's decision to the state board of education. The state board's decision regarding the number of credits shall be final.

The secondary credits granted to a pupil shall be counted toward the graduation requirements and subject area requirements of the school district. Evidence of successful completion of each course and secondary credits granted shall be included in the pupil's secondary school record. A pupil must provide the school with a copy of the pupil's grade in each course taken for secondary credit under this section. Upon the request of a pupil, the pupil's secondary school record shall also include evidence of successful completion and credits granted for a course taken for post-secondary credit. In either case, the record shall indicate that the credits were earned at a post-secondary institution.

If a pupil enrolls in a post-secondary institution after leaving secondary school, the post-secondary institution shall award post-secondary credit for any course successfully completed for secondary credit at that institution. Other post-secondary institutions may award, after a pupil leaves secondary school, post-secondary credit for any courses successfully completed under this section. An institution may not charge a pupil for the award of credit.

Subd. 6. Financial arrangements. At the end of each school year, the department of education shall pay the tuition reimbursement amount within 30 days to the post-secondary institutions for courses that were taken for secondary credit. The amount of tuition reimbursement shall equal the lesser of.

(1) the actual costs of tuition, textbooks, materials, and fees directly related to the course taken by the secondary pupil, or

(2) an amount equal to the difference between the basic revenue of the district for that pupil and an amount computed by multiplying the basic revenue of the district for that pupil by a ratio. The ratio to be used is the total number of hours that the pupil is enrolled in courses in the secondary school during the regular school year over the total number of secondary instructional hours per pupil in that pupil's resident district.

For fiscal year 1992, for a pupil attending a post-secondary institution under this section, whether the pupil is enrolled in the post-secondary institution for secondary credit, post-secondary credit, or a combination of both, a school district shall receive aid equal to the sum of:

(1) 12 percent of the formula allowance, according to section 124.22, subdivision 2, times 1.3; plus

(2) for a pupil who attends a secondary school part time, the formula allowance according to section 124.22, subdivision 2, times 1.3, times the ratio of the total number of hours the pupil is in membership for courses taken by the pupil for credit, to 1020 hours.

If a pupil is enrolled in a course for post-secondary credit, the school district shall include the pupil in the average daily membership only for the portion of time during which the pupil is enrolled in courses at the secondary school and enrolled in courses at a post-secondary institution for secondary credit.

The department shall not pay any tuition reimbursement or other costs of a course taken for post-secondary credit only.

For fiscal year 1993 and thereafter, a post-secondary institution shall be reimbursed according to the following:

(1) for an institution granting quarter credit, the reimbursement per credit hour shall be an amount equal to 88 percent of the product of the formula allowance, multiplied by 1.3, and divided by 45; or

(2) for an institution granting semester credit, the reimbursement per credit hour shall be an amount equal to 88 percent of the product of the general revenue formula allowance, multiplied by 1.3, and divided by 30.

For fiscal year 1993 and thereafter, a school district shall receive.

(1) for a pupil who is not enrolled in classes at a secondary school, 12 percent of the formula allowance, according to section 124.22, subdivision 2, times 1.3, or

(2) for a pupil who attends a secondary school part time, 88 percent of the product of the formula allowance, according to section 124.22, subdivision 2, times 1.3, times the ratio of the total number of hours the pupil is in membership for courses taken by the pupil for credit, to 1020 hours.

Subd. 6a. Grants and financial aid prohibited. A pupil enrolled in a post-secondary course for secondary credit is not eligible for any state student financial aid under chapter 136A.

Subd. 6b. Financial arrangements, pupils age 21 or over. At the end of each school year, the department of education shall pay the tuition reimbursement amount to the post-secondary institutions for courses taken to fulfill high school graduation requirements by pupils eligible for adult high school graduation aid. The amount of the tuition reimbursement equals the lesser of:

(1) the actual costs of tuition, textbooks, materials, and fees directly related to the course or program taken by the pupil; or

(2) an amount equal to the difference between the adult high school graduation aid attributable to that pupil and an amount computed by multiplying the adult high school graduation aid by the ratio of the total number of hours that the pupil is enrolled in courses in the secondary school during the regular school year over the total number of secondary instructional hours per pupil in that pupil's resident district.

For fiscal year 1992, for a pupil attending a post-secondary institution under this section, whether the pupil is enrolled in the post-secondary institution for secondary credit, post-secondary credit, or a combination of both, a school district shall receive aid equal to the sum of:

(1) 12 percent of the formula allowance, according to section 124.22, subdivision 2, times 1.3, plus

(2) for a pupil who attends a secondary school part time, the adult high school graduation aid times 1.3, times the ratio of the total number of hours the pupil is in membership for courses taken by the pupil for credit, to 1020 hours.

If a pupil is enrolled in a course for post-secondary credit, the school district shall include the pupil in average daily membership as computed under section 120.17, subdivision 1, only for the portion of time during which the pupil is enrolled in courses at the secondary school and enrolled in courses at the post-secondary institution for secondary credit.

The department must not pay any tuition reimbursement or other costs of a course taken for post-secondary credit only.

For fiscal year 1993 and thereafter, a post-secondary institution shall be reimbursed according to the following:

(1) for an institution granting quarter credit, the reimbursement per credit hour shall be an amount equal to 88 percent of the product of the formula allowance, multiplied by 1.3, and divided by 45; or

(2) for an institution granting semester credit, the reimbursement per credit hours shall be an amount equal to 88 percent of the product of the general revenue formula allowance multiplied by 1.3, and divided by 30.

For fiscal year 1993 and thereafter, a school district shall receive:

(1) for a pupil who is not enrolled in classes at a secondary program, 12 percent of the adult high school graduation aid, times 1 3; or

(2) for a pupil who attends classes at a secondary program part time, 88 percent of the product of the adult high school graduation aid, times 1.3, times the ratio of the total number of hours the pupil is in membership for courses taken by the pupil for credit to 1020 hours.

Subd. 7. Fees; textbooks; materials. A post-secondary institution that receives reimbursement for a pupil under subdivision 6 may not charge that pupil for fees, textbooks, materials, or other necessary costs of the course or program in which the pupil is enrolled if the charge would be prohibited under section 120.74, except for equipment purchased by the pupil that becomes the property of the pupil. An institution may require the pupil to pay for fees, textbooks, and materials for a course taken for post-secondary credit.

Subd. 7a. Textbooks; materials. All textbooks and equipment provided to a pupil, and paid for under subdivision 6, are the property of the pupil's school district of residence. Each pupil is required to return all textbooks and equipment to the school district after the course has ended.

Subd. 8. Transportation. A parent or guardian of a pupil enrolled in a course for secondary credit may apply to the pupil's district of residence for reimbursement for transporting the pupil between the secondary school in which the pupil is enrolled and the post-secondary institution that the pupil attends. The state board of education shall establish guidelines for providing state aid to districts to reimburse the parent or guardian

for the necessary transportation costs, which shall be based on financial need. The state shall pay aid to the district according to the guidelines established under this subdivision. Chapter 14 does not apply to the guidelines.

Subd. 9. Exception; intermediate districts. A secondary pupil who is a resident of a member district of an intermediate district as defined in section 136C.02, subdivision 7, may not enroll in that intermediate district's vocational program as a post-secondary pupil under this section.

Subd. 10. Limit; state obligation. The provisions of subdivisions 6, 7, 8, and 9 shall not apply for any post-secondary courses in which a pupil is enrolled in addition to being enrolled full time in that pupil's district or for any post-secondary course in which a pupil is enrolled for post-secondary credit. The pupil is enrolled full time if the pupil attends credit-bearing classes in the high school or high school program for all of the available hours of instruction.

ARTICLE 35

Postsecondary Enrollment Options Act

22-35-101. Short title. This article shall be known and may be cited as the "Postsecondary Enrollment Options Act "

Source: L 88, p. 769, § 1

22-35-102. Legislative declaration. The general assembly hereby finds, determines, and declares that high school pupils need to be continually challenged in order to maintain their academic interests, that such challenges must include rigorous academic pursuits, that, for some students, exposure to such academic challenges declines during the last two years of high school as pupils complete their graduation requirements, that there is a high rate of dropouts at the eleventh and twelfth grade levels, that, for some students, courses not offered in high school or courses offered in a different setting may stimulate or maintain their interest, that providing a wider variety of options to high school pupils by encouraging and enabling secondary pupils to enroll full-time or part-time in courses at state institutions of higher education provides new and exciting academic challenges to such pupils, and that such enrollment opportunities provide access to excellence in education

Source: L 88, p 769, § 1

22-35-103. Definition. For the purposes of this article, "institution of higher education" means the university of southern Colorado, Adams state college, Mesa state college, Metropolitan state college, Fort Lewis college, Western state college of Colorado, all independent area vocational schools, all junior college district colleges, the university of northern Colorado, Colorado school of mines, the university of Colorado at Denver, the university of Colorado at Colorado Springs, the university of Colorado at Boulder, Colorado state university, and all community colleges governed by the state board for community colleges and occupational education

Source: L. 88, p 769, § 1

22-35-104. Enrollment in institution of higher education - cooperative agreement. (1) Any pupil who is not more than twenty years old and who is enrolled in the eleventh or twelfth grade of a school district, as defined in section 22-30-103 (9), is eligible to apply to an institution of higher education to allow such pupil to enroll in courses offered at such institution of higher education

(2) Any pupil desiring to enroll in an institution of higher education pursuant to the provisions of subsection (1) of this section shall give written notice to the school district of the pupil of the intent to enroll at least two months prior to such enrollment

(3) The school district of the pupil and the institution of higher education in which the pupil desires to enroll shall enter into a cooperative agreement regarding the enrollment of and the funding method for the pupil in such institution of higher education, including, but not limited to

(a) The academic credit to be granted for course work successfully completed by the pupil at the institution of higher education, which credit may qualify as high school credit or credit at the institution of higher education, or both,

(b) The requirement that such course work qualify as credit applicable toward earning a degree or certificate at the institution of higher education,

(c) The requirement that any pupil shall not be required to pay any tuition for courses accepted for high school credit, and

(d) The financial provisions to be applicable to such agreement upon consideration of the provisions of section 22-35-105

(4) Each high school pupil enrolled in a course at an institution of higher education who satisfactorily completes the requirements of the course shall receive appropriate credit toward a high school diploma unless such credit is denied by the high school in which the student is enrolled, and such denial is upheld by the local board of education and the state board of education on the basis that high school credit is inappropriate

(5) For purposes of this article, unless the context otherwise requires "course" means a three- or four-semester-hour course offered at an institution of higher education which is taken for two semesters, or its equivalent

Source: L 88, p 770, § 1

22-35-105. Financial provisions - payment of tuition. (1) The provisions of this section are guidelines to be used for the financial provisions referenced in section 22-35-104 (3) (d) unless the school district of the pupil and the institution of higher education mutually agree upon alternative financial provisions

(2) If more than three pupils of any school district are enrolled pursuant to the provisions of this article in the same course at the same institution of higher education and if any such pupil is receiving high school credit for such course

(a) The pupil shall be included in the pupil enrollment of the school district in which such pupil is enrolled as determined pursuant to the provisions of section 22-53-103 (7)

(b) The institution of higher education in which such pupil is enrolled shall not include such pupil in determining the number of full-time equivalent students enrolled in said institution pursuant to the provisions of title 23, C.R.S.

(c) The school district shall forward to the institution of higher education the amount which is specified in the cooperative agreement made by the school district and the institution of higher education

(3) Except as otherwise provided in subsection (2) of this section, if pupils of any school district are enrolled pursuant to the provisions of this article in any institution of higher education and

(a) If the pupil so enrolled is receiving high school credit for such course and is enrolled in one or two courses at such institution of higher education

(I) The pupil shall be included in the pupil enrollment of the school district in which such pupil is enrolled as determined pursuant to the provisions of section 22-53-103 (7)

(II) The institution of higher education in which such pupil is enrolled shall include such pupil in counting full-time equivalent students pursuant to the provisions of title 23, C.R.S.

(III) The school district shall forward to the institution of higher education the amount of tuition to which the institution of higher education would be entitled on behalf of a regularly enrolled student taking such courses

(b) If the pupil so enrolled is receiving high school credit for such course and is enrolled in three or more courses at such institution of higher education

(I) The pupil shall be included in the pupil enrollment of the school district in which such pupil is enrolled as determined pursuant to the provisions of section 22-53-103 (7)

(II) The institution of higher education in which such pupil is enrolled shall include such pupil in counting full-time equivalent students pursuant to the provisions of title 23, C.R.S.

(III) The department of education shall annually withhold an amount equal to one-half of the per pupil operating revenues of the school district, as defined in section 22-53-103 (6), for each pupil enrolled in an institution of higher education pursuant to the provisions of this article. From such withheld amount, the department of education shall forward to the institution of higher education the amount of tuition to which the institution would be entitled on behalf of a regularly enrolled student taking such courses. Any withheld moneys not used to pay for tuition pursuant to the provisions of this subparagraph (III) shall be credited to the general fund of the state.

(c) If the pupil so enrolled is not receiving high school credit for such course:

(I) The institution of higher education in which the pupil is enrolled shall include such pupil in counting full-time equivalent students pursuant to the provisions of title 23, C.R.S.

(II) It shall be the responsibility of the pupil to pay the amount of tuition to which the institution of higher education would be entitled on behalf of a regularly enrolled student taking such courses.

Source: L. 88, pp. 770, 813, § 1, 15, 16

22-35-106. Transportation. The school district of a pupil who is enrolled in an institution of higher education pursuant to the provisions of this article shall not be required to provide or to pay for transportation for such pupil to or from said institution of higher education.

Source: L. 88, p. 772, § 1

22-35-107. Institution of higher education - enrollment - limitations. Any institution of higher education to which a pupil has applied for enrollment pursuant to the provisions of this article may allow such pupil to enroll in courses offered at such institution of higher education. Any institution of higher education may limit the number of such pupils which the institution allows to enroll based on space available. Any pupil who is allowed to enroll pursuant to the provisions of this article shall be included in the number of full-time equivalent students enrolled in the institution of higher education for the purpose of any limitation imposed on the total number of full-time equivalent students which may enroll in such institution of higher education.

Source: L. 88, p. 772, § 1

22-35-108. Exclusion - summer school. The provisions of this article shall not apply to pupils enrolled in institutions of higher education during the period from the termination of the regular school term in the spring until the regular school term convenes in the fall.

Source: L. 88, p. 772, § 1

22-35-109. School districts - distribution of information. Every school district shall make information available to the pupils enrolled in the school district and to their parents about the postsecondary enrollment options for eligible pupils pursuant to the provisions of this article

Source: L. 88, p. 772, § 1

22-35-110. Report to general assembly. The department of education shall collect and analyze information concerning the implementation of this article and shall submit a report to the general assembly based on its findings prior to January 15, 1991. The institutions of higher education specified in section 22-35-103 shall provide the department of education with such relevant information as said department may request

Source: L. 88, p. 772, § 1

Appendix D **New Jersey's Regulations**

New Jersey Department of Higher Education Regulation 9:1-1.12

College Credit Courses Offered in New Jersey's Secondary Schools by Colleges and Universities.

- (a) Participation shall be limited to secondary school students who are recommended by the high school principal and/or who have superior academic records.
- (b) Only courses normally taken by college freshmen may be made available. These courses shall be the same as those offered by the college to its regularly admitted students.
- (c) Students shall be permitted to take no more than two courses each semester, but in no case more than 16 college credits in one academic year.
- (d) Adequate and appropriate library and laboratory resources shall be readily available to students
- (e) Each participating high school faculty member designated by the high school shall have a minimum of a master's degree in the specific academic area to be taught.
- (f) The college shall offer and the high school faculty shall be required to attend an initial orientation and training program and thereafter one or more annual training and evaluation seminars as determined by the college
- (g) The college shall provide examination materials and specific criteria for grading by the high school faculty to insure comparability of student performance.
- (h) College syllabi and standard college texts shall be used.
- (i) The agreements between the college and the high school shall provide for scheduled visits by faculty from the respective college to evaluate the program, review examinations, student projects, and reports, and to discuss any problems students or faculty might be experiencing.
- (j) Before enrolling, each student shall be given a written statement making clear that there is no obligation to attend the college offering the course and making clear the credits may not be acceptable at other institutions. That statement and an up-to-date list of those institutions that have given recognition to the credits earned by previous participants shall be included in the application of the college to the Department of Higher Education to offer college level courses at a high school.

- (k) Each college shall report annually to the Department of Higher Education the number and title of courses offered in New Jersey, the names of the New Jersey high schools in which the courses were offered, the number of students in each course in each New Jersey high school, the credits gained, the colleges at which the New Jersey students enrolled, the numbers and percentage of credits accepted by the enrolling colleges, the value of the program in the students' view and such other appropriate information as shall be specified from time to time.**
- (1) Financial arrangements must be consistent with New Jersey's constitutional and statutory guarantee to a free public education. (Article VI, section IV, paragraph 1 of the New Jersey Constitution.)**

Appendix E New Mexico's Law and Policy

Concurrent Enrollment: Summary of Law and Policy. 1990

The 1990 Legislature, through Chapter 25, Laws of 1990, removed statutory language which had prohibited state funding at the postsecondary level for concurrent enrollment students-- those public school students taking part of their coursework at a postsecondary institution. As a result, concurrent enrollment students now will generate dual funding: they will remain counted for full state funding in their public school district and they will also be counted in the enrollment of their postsecondary institution. To preserve the tuition-free status of these secondary students, the law requires that the public school district transfer to the postsecondary institution any tuition and fees associated with these course(s) of instruction.

On August 24, 1990, the State Board of Education and the Commission on Higher Education, acting separately, approved identical policy statements intended to support implementation of concurrent enrollment. In essence, the SBE/CHE policy:

- allows flexibility in establishing the conditions for concurrent enrollment; but requires that concurrent enrollment be subject to a written agreement between a school district and postsecondary institution, specifying such matters as criteria for student eligibility and academic standards, advisement of students and parents before and during participation in a concurrent enrollment program, responsibilities for transportation, and how the required tuition transfers will be made;
- indicates that concurrent enrollment is not intended to replace existing high school programs nor shift burdens to postsecondary institutions;
- specifies that although concurrent enrollment is fundamentally intended to cover students receiving academic credit for their work at both educational levels, the policy also allows support of some programs awarding credit only at the high school level, in instances where a high school cannot provide the instruction.

The policy is ready for implementation in the 1990-91 academic year. However, because postsecondary institutions are funded on prior year enrollments, their new funding will not flow until next year, at the earliest.

Need to Monitor. Because this change in law and policy has major cost consequences, it is important that concurrent enrollments be monitored for at least several years. Because there are actually two types of programs being funded under this policy-- true

concurrent enrollment, generating dual credit, and postsecondary instruction in the service of high schools that cannot offer that instruction, generating only high school credit-- it would be useful to monitor these two types of program separately. It also would be appropriate to evaluate the consequences of these programs, in terms of grades earned by students, probabilities of high school graduation and progression on to higher education, and other measures.

CHEbs a:concurnt.sum 9/7/90

State of New Mexico
COMMISSION ON HIGHER EDUCATION
1068 Carrillos Road
Santa Fe, New Mexico 87501-4295

CONCURRENT ENROLLMENT
of Public School Students at Postsecondary Institutions

Statutory Reference:

Chapter 25, New Mexico Laws of 1990 amended five statutes under which most public postsecondary institutions operate. The amendments deleted language which prohibited students currently counted in the membership of public schools from also being counted in postsecondary enrollments used for calculating state support. The effect is to allow counting and funding of these students at both educational levels, beginning in the 1990-91 fiscal year. The amendments also specified that, "The public school district shall transfer to the (postsecondary institution) the tuition and fees for any student who, during the term, is counted in the membership of the public school district and will receive high school credit for coursework at the (postsecondary institution).

Policy:

Purposes of Concurrent Enrollment. "Concurrent Enrollment" refers to enrollment of capable secondary-level students in academic and/or vocational courses at postsecondary institutions, for which they are eligible to receive credit at both the secondary and postsecondary levels. Conditions for concurrent enrollment are to be defined by written agreements between cooperating public school district(s) and postsecondary institution(s), subject to statewide policies of the State Board of Education and the Commission on Higher Education.

The purposes of concurrent enrollment are (a) to increase opportunities for capable high school students, normally 11th and 12th graders, to receive instruction not available in their secondary schools; (b) to increase efficient use of instructional staff, facilities, equipment, student support services, and technical advisory committees at both the secondary and postsecondary levels; and thereby (c) to increase the overall quality of instruction and learning available through secondary schools. A collateral purpose of concurrent enrollment

CHE Rule 240

240.1

Effective Date: 8/24/90
Last Revision:

is to encourage educational agreements between secondary and postsecondary institutions, thereby increasing the articulation between these levels of education.

In order to promote these purposes, the New Mexico Legislature, in 1990, amended statutes governing public postsecondary institutions to allow secondary students to be included within student counts used in the calculation of state funding. As a result, public secondary students who are enrolled in classes approved for concurrent enrollment at public postsecondary institutions will generate state funding for both their public school districts and the postsecondary institutions they are attending.

An approved course or program of courses is one defined in a written agreement between a public school district and a postsecondary institution, consistent with these policies. Coursework taken by concurrent enrollment students must be at a level of sophistication sufficient for postsecondary credit and congruent with the postsecondary institution's normal offerings, although instructional methods may be modified to accommodate secondary students.

Approved courses offered by area vocational schools because they cannot reasonably be offered by area high schools also are eligible for support under this concurrent enrollment policy. Such courses must at a minimum offer credit toward high school graduation. This policy does not require postsecondary institutions to develop new programs specifically for high school students.

Limits of Concurrent Enrollment. It is not the intent of concurrent enrollment to replace secondary courses or programs that are or can be offered at a high school in an effective and efficient manner. It is not the intent of concurrent enrollment to shift the responsibility of providing basic academic, vocational, or developmental education to the postsecondary level. It is not the intent of concurrent enrollment to reduce expenditures for a high school nor to maximize state funding within a particular region of the state. It is not the intent of concurrent enrollment to segregate nor rid the high school of problem students. Classes designed solely for secondary students and not generating postsecondary credit for these students must be based upon a demonstrated inability of the local school district to provide these classes in an effective and efficient manner.

Requirements for Approved Concurrent Enrollment Programs. In order for secondary students to be counted in postsecondary enrollments for the purpose of generating state funding, the conditions for enrolling secondary students must be defined in a

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Last Revision:

written agreement between one or more New Mexico public school district(s) and a New Mexico postsecondary institution. The agreement must address, but need not be limited to, the following points:

1. methods of qualifying students as capable of benefiting from academic or vocational instruction at the postsecondary institution, provided that these methods are consistent with existing admission and placement requirements;
2. information and counseling to be provided to assist students and their parents in deciding about participation in a concurrent enrollment program;
3. student competencies to be met in order to complete the course or program, methods of grading students, and requirements for award of credit; for academic courses, high school credit and postsecondary credit normally shall be awarded on a one-to-one basis; for vocational courses, credit normally shall be awarded on a one-to-one contact hour basis or on a one-to-one competency basis;
4. means of demonstrating student awareness of the academic and scheduling requirements of the course or program and the credits to be awarded and means of demonstrating parental consent for participation;
5. responsibilities for students in instances where the operating calendars of the institutions are not congruent, in instances where a student drops or is expelled from a course, and in instances where disciplinary measures are needed;
6. availability of support services such as tutoring, career guidance and counseling, and special services for students with handicapping conditions;
7. the schedule on which the school district will transfer payment to the postsecondary institution for tuition and fees, as required by law, and the responsibilities and schedules of payments for textbooks and other supplies;
8. funding and scheduling of student transportation between secondary and postsecondary facilities; and
9. liability for secondary students and student behavior while the students are attending classes on a postsecondary campus.

In reaching such agreements, the final decision on eligibility of a student to enroll in coursework at a postsecondary institution shall continue to rest with the postsecondary institution. The regular operating schedule of the postsecondary institution will normally be observed. The tuition refund policy of the postsecondary institution will normally apply. Unless otherwise agreed to by the public school district and postsecondary institution, costs of tools and nonexpendable materials needed to participate in a concurrent enrollment course will normally be the responsibility of the student or the public school district. For purposes of calculating full-time-equivalency status of a secondary student, the procedures currently outlined in New Mexico statutes will apply.

All concurrent enrollment agreements shall be available and subject to review and approval by the State Department of Education, as part of the public school district budget review and accreditation process and their postsecondary vocational evaluation process. In addition, all agreements shall be available and subject to review by the Commission on Higher Education, as part of their regular postsecondary enrollment verification process. In instances of dispute between a public secondary student and a public school district regarding secondary credits to be awarded, the final resolution shall be made by the State Board of Education or its designee.

Appendix F

Utah's Statutes

DELIVERY OF EDUCATIONAL SERVICES

1987

GENERAL SESSION

SUBSTITUTE

S. B. No. 228

By Dix H. McMullin

AN ACT RELATING TO PUBLIC AND HIGHER EDUCATION; REQUIRING THE STATE BOARD OF EDUCATION TO IMPLEMENT STANDARDS FOR A CURRICULUM PROGRAM AND DELIVERY SYSTEM THAT WOULD ALLOW STUDENTS TO GRADUATE AT THE CONCLUSION OF THE ELEVENTH GRADE; PROVIDING FOR COLLEGE CREDIT COURSES IN THE TWELFTH GRADE; PROVIDING FOR STUDENT EDUCATION PLANS; PROVIDING FOR TRANSFER OF COLLEGE CREDIT; PROVIDING FOR A PHASE IN OF THE PROGRAM; AND PROVIDING FOR A COOPERATIVE EFFORT BETWEEN THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF REGENTS REGARDING THE TWELFTH GRADE.

THIS ACT AFFECTS SECTIONS OF UTAH CODE ANNOTATED 1953 AS FOLLOWS:

ENACTS:

53-2-36, UTAH CODE ANNOTATED 1953

Be it enacted by the Legislature of the state of Utah:

Section 1. Section 53-2-36, Utah Code Annotated 1953, is enacted to read:

53-2-36. (1) Beginning July 1, 1989, the State Board of Education shall implement minimum standards for the public schools to include the following:

(a) a curriculum program and delivery system which allows students to complete high school graduation requirements and prepares students to meet college admission requirements at the conclusion of the eleventh grade. These standards would not preclude a student involved in accelerated learning programs from graduating at an earlier time;

(b) a twelfth grade program of selected college credit courses in general education, vocational, and technical education, made available in cooperation with the State Board of Regents, as resources allow, through concurrent enrollment with one of the state's institutions of higher education;

(c) for a student who decides to continue on through the twelfth grade, a course of study that would allow the student to pursue a dual program, at the student's option, to take courses necessary to graduate from high school, to become better prepared for the world of work, or to take selected college level courses applicable to the first year of course work at a university, college, or community college in the state system of higher education; and

(d) preparation of a student education plan by each student at the beginning of the ninth grade which focuses on the student's intent and course of study necessary to complete graduation requirements by the end of the eleventh grade or to continue on through the twelfth grade program. This program shall be prepared by the student under the guidance of the student's parent or guardian and school counselor.

(2) The State Board of Regents shall adopt rules to ensure that:

(a) early high school graduates who are academically prepared and meet college admission requirements may be matriculated in one of the state's institutions of higher education;

(b) college credit courses may be taught in high school by either college or university faculty or public school educators. The public school educators must be approved as adjunct staff and supervised by a state institution of higher education. Teaching may be done through live classroom instruction or through telecommunications or other means. Course content, procedures, and teaching materials shall be approved by the appropriate department/program at an institution of higher education in order to ensure quality and compatability with courses offered on college and university campuses; and

(c) college credits obtained in the twelfth grade under this section shall be accepted for transfer of credit purposes as if they had been obtained at any public institution of higher education within the state system. College-level courses taught in the high school carry the same credit hour value as when taught on a college or university campus and apply toward graduation on the same basis as courses taught at an institution of higher education to which credits are submitted.

(3) The State Board of Education standards shall provide that the first class of students to graduate at the conclusion of the eleventh grade under this section will do so in 1991.

(4) The State Board of Education and State Board of Regents shall work in close cooperation in developing and implementing the twelfth year component of the program established under this section. The Joint Liaison Committee of the two boards shall provide leadership and monitor the program in order to assess and ensure its effectiveness.

PUBLIC EDUCATION DELIVERY SYSTEM AMENDMENTS

1989

GENERAL SESSION

Enrolled Copy

S. B. No. 27

By Dix H. McMullin

AN ACT RELATING TO PUBLIC SCHOOLS; PROVIDING ELEVENTH GRADE GRADUATION AS AN OPTIONAL PROGRAM; AND PROVIDING THAT THE STATE BOARD OF EDUCATION IMPLEMENT STANDARDS TO ENABLE STUDENTS TO GRADUATE AT THE CONCLUSION OF THE ELEVENTH GRADE.

THIS ACT AFFECTS SECTIONS OF UTAH CODE ANNOTATED 1953 AS FOLLOWS:

AMENDS:

53A-15-101, AS ENACTED BY CHAPTER 34, LAWS OF UTAH 1988

Be it enacted by the Legislature of the state of Utah:

Section 1. Section 53A-15-101, Utah Code Annotated 1953, as enacted by Chapter 34, Laws of Utah 1988, is amended to read:

53A-15-101. (1) Beginning July 1, 1989, the State Board of Education shall implement [minimum] standards for the public schools to include the following:

(a) a curriculum program and delivery system which allows students the option to complete high school graduation requirements and prepares students to meet college admission requirements at the conclusion of the eleventh grade, but does not preclude a student involved in accelerated learning programs from graduating at an earlier time;

(b) a twelfth grade program of selected college credit courses in general education, vocational, and technical education, made available in

cooperation with the State Board of Regents, as resources allow, through advanced placement courses or concurrent enrollment with one of the state's institutions of higher education;

(c) a course of study for a student who decides to continue on through the twelfth grade that would allow the student to take courses necessary to graduate from high school, and at the student's option, to become better prepared for the world of work, or complete selected college level courses corresponding to the first year of course work at a university, college, or community college in the state system of higher education; and

(d) preparation of a student education plan by each student at the beginning of the ninth grade which focuses on the student's intent and course of study necessary to complete graduation requirements [~~by the end of the eleventh grade or to continue on through the twelfth grade program--This program~~] while participating in one of the programs listed in Subsections (a), (b), and (c). The student education plan shall be prepared by the student under the guidance of the student's parent or guardian and school counselor.

(2) The State Board of Regents shall adopt rules to ensure [that] the following:

(a) early high school graduates who are academically prepared and meet college admission requirements may be enrolled in one of the state's institutions of higher education;

(b) college credit courses are taught in high school concurrent enrollment or advanced placement programs by college or university faculty or public school educators under the following conditions:

(i) public school educators in concurrent enrollment programs ~~[are]~~ must first be approved as adjunct ~~[staff]~~ faculty and supervised by a state institution of higher education;

(ii) teaching is done through live classroom instruction~~[;]~~ or telecommunications~~[; or other means]~~; and

(iii) course content, procedures, and teaching materials in concurrent enrollment programs are approved by the appropriate department or program at an institution of higher education in order to ensure quality and ~~[compatibility]~~ comparability with courses offered on college and university campuses; and

(c) college credits obtained in the twelfth grade under this section shall be accepted for transfer of credit purposes as if they had been obtained at any public institution of higher education within the state system. College-level courses taught in the high school carry the same credit hour value as when taught on a college or university campus and apply toward graduation on the same basis as courses taught at an institution of higher education to which the credits are submitted.

(3) The State Board of Education ~~[standards]~~ shall provide ~~[that the first-class-of]~~ students ~~[to graduate]~~ the option of accelerating their educational program and graduating at the conclusion of the eleventh

grade ~~{under this section will do so in 1991}~~.

(4) The State Board of Education and State Board of Regents shall work in close cooperation in developing and implementing the twelfth year component of the program established under this section. The Joint Liaison Committee of the two boards shall provide leadership and monitor the program in order to assess and ensure its effectiveness.

Appendix G Analysis of Wisconsin's Bill

BILL ANALYSIS

Subject: Establishing a learner education advancement program providing postsecondary school enrollment options, granting rule-making authority and making an appropriation

Bill No.: Assembly Bill 556 **Date of Introduction:** September 28, 1989

Sponsor: Representatives Welch, Nelsen, Duff, Brancel, Lahn, Vergeront, Underheim and Lorge

Co-Sponsors: Senators Davis, Farrow and Kreul

Analyst: Patrick Sweeney
Phone Number: 266-5856

1. Description of Legislation/Comparison with Current Law:

Beginning in the 1990-91 school year, this bill permits any public school pupil enrolled in the 11th or 12th grade to attend a center or institution within the University of Wisconsin (UW) System, a vocational, technical and adult education (VTAE) school or a participating private, residential institution of higher education located in this state to take one or more nonsectarian courses. The course or courses may be taken for high school credit.

If a course taken for high school credit is not comparable to a course offered by the school district in which the pupil is enrolled, the school district must pay the UW center or institution the pupil is attending the actual cost of tuition. If the pupil is attending a VTAE school, the school district must pay the VTAE district board an amount agreed to by the two boards. If the pupil is attending a private institution, the school district must pay the institution either the cost of the pupil's tuition, fees and necessary books and materials, or an amount determined by multiplying the statewide shared cost per member per high school credit taken by full-time pupils by the number of high school credits taken by the pupil at the private institution, whichever is less.

The parent or guardian of a low-income pupil may apply to the state superintendent for reimbursement of the cost of transporting the pupil between the high school and the institution of higher education that the pupil is attending.

Currently, under s. 120.12 (17) a school board must pay the tuition of any pupil enrolled in the school district and attending a center or institution within the University of Wisconsin System if the course the

pupil is attending at the university is not offered in the school district and the pupil will receive high school credit for the course. For the 1988-89 school year, annual report data from districts show fewer than 150 students on tuition payments out of district. The University of Wisconsin reports as many as 1000 high school students are taking college courses for high school and college credit. While the data is sketchy, it seems fair to say that not many high school students and school boards are actively using the provision under s. 120.12 (17) to expand course offerings for high school students.

2. Legislative Action in Previous Session and/or Other Relevant Background:

During the 1989-91 Biennial Budget process, Senator Davis introduced an amendment which included all the provisions of AB 556 during consideration of the budget by the Joint Finance Committee. The amendment failed to make it out of committee.

Since 1985, Minnesota has been operating a Postsecondary Options Program as part of that state's legislative package on parental choice. This program differs from the one proposed in AB 556 in two fundamental ways: the courses students are allowed to take and the way in which the program is funded.

In Minnesota, a student may take any postsecondary course and apply for it to be counted toward high school graduation. AB 556 is not as wide open; it reimburses the costs of postsecondary courses "not comparable to a course offered by the school district in which the students is enrolled." Such a "comparable" requirement may reduce possible Wisconsin enrollment from that of the Minnesota experience. So while Minnesota postsecondary enrollment has grown from about 3000 students in 1985-86 to more than 6000 in the 1988-89 school year, the "comparable" requirement of AB 556 makes it problematic to predict the Wisconsin experience.

Funding is also quite different. Because Minnesota's state aid pays a greater percentage of local school costs (about 60% as opposed to Wisconsin's 46%), the Minnesota Postsecondary Options Program is funded by the state education agency simply transferring money from the school district's state aid funding to the postsecondary institution. The amount of this transfer is based on percentage of time in postsecondary courses and a fixed state aid allotment. Because not all districts receive state aid in Wisconsin, AB 556 creates a mechanism where local districts would pay the tuition costs for students, as opposed to a Minnesota-like transfer of aid at the state level.

3. Policy/Administrative Effects:

The policy intent of postsecondary options program/legislation appears to be to expand course options for 11th and 12th graders, to better meet individual student learning and developmental needs, and to save the parents and taxpayers money.

This cost savings takes some explanation. Costs are saved because the course is taken once, paid for once, but is allowed to be counted toward high school graduation and a college or VTAE degree. When a student takes a postsecondary course for high school credit, that course is paid for and credit is received. But when a student then graduates from high school and enrolls in that postsecondary institution, that course credit

may also be counted for a postsecondary degree/certificate and does not have to be paid for again. In effect, the course does double credit duty and is paid for once. Ultimately, taxpayers and parents save money if the postsecondary courses are applied toward a postsecondary degree/certificate.

The policy intent of expanding course options for 11th and 12th graders is more problematic. Minnesota cites more advanced placement courses, higher level math and science courses and more foreign language courses in high schools as proof of the program's success. AB 556 seems to have a more "focused" policy intent in this area than the Minnesota program because AB 556, unlike Minnesota's reimbursement of any postsecondary course, will reimburse school districts only if students are counting the postsecondary course for high school credit and if no "comparable" course is already offered by the school district.

Clearly, a policy intent of AB 556 is to have local school districts expand course options. If they do not, then they must pay tuition for students taking postsecondary courses. This expansion must necessarily be in course work that's not already offered/comparable. It's logical to assume that this program would then focus on the college-bound, gifted and talented, and vocationally/technically advanced students, because only these students could take the "advanced" courses at the postsecondary level which would not be comparable to the more general offerings at the high school. Given this line of reasoning, it is probable that the kind of expanded course offerings which would result from AB 556 would serve the upper quartile of 11th and 12th grade students.

Lastly, it seems that a policy intent of AB 556 is to better meet the learning and developmental needs of individual students. Some students need an expanded opportunity such as band, choir, theater, music, vocational education or other "academic" subjects. Postsecondary options provides an opportunity for a broad range of enrichment courses which a high school cannot offer. Students are also given the opportunity to experience a postsecondary setting while still in high school. Such an experience can act as a learning experience in itself and can provide the student with an assessment of his/her own social and academic readiness, and therefore lead to a smooth secondary to postsecondary transition.

AB 556 could have some administrative problems if the lessons learned in Minnesota are not addressed. Minnesota found that just giving parents and students the power to choose did not necessarily lead to wise choices. Selecting courses, knowing what to expect, being ready for more responsibility and understanding the ramifications of the choice were not always addressed by the students, the high school counselors, the parents and the postsecondary admissions personnel. If Wisconsin is to learn from Minnesota, then training for high school guidance and postsecondary admissions personnel is a must. There must also be training and information for students and parents so that they understand what choices are available, which ones best suit individual needs, and the consequences of those choices.

Another administrative pressure may come from enrollment limits at the postsecondary institutions due to space and enrollment limits. Given that most postsecondary option participants will be part-time students--taking one to three courses a year--and will enroll in institutions close to home, it's likely that some institutions like UW-Madison may not be

able to admit all participants who wish to take courses. This could be an isolated problem given the many different sites and branch campus locations of the UW and VTAE systems. It may also be that the postsecondary institutions could solve this problem by offering courses at the local high school.

Another problem could be local teachers' unions opposing postsecondary options programs for fear of losing student enrollment and, therefore, jobs.

It could be argued that the major opposition to the bill revolves around "turf" and funding issues. Opponents of the bill may not want public funds to pay for students to go to college, especially private colleges, while they should be in high school. Such an argument has little to do with meeting the needs of students or even with meeting the long-term educational advancement of our populace. Rather it seems to focus more on keeping students and funding in discrete educational systems. While taking some funding from one part of our educational system (K-12 schools) and having it pay for tuition in postsecondary institutions may cause some short-term problems for some school districts, it may indeed produce long-term educational savings for the state and a better educated populace.

4. Fiscal Effects:

AB 556 appropriates \$50,000 to aid low income students in providing transportation. The attached fiscal note estimates that AB 556 could cost \$88,400 in state costs (2 FTE) and \$2,112,200 in local costs for tuition. This local estimate is based on some assumptions made based on the Minnesota experience. No estimate is made of the cost savings which would occur when postsecondary option participants continue their postsecondary education because credits taken for high school credit could be applied toward postsecondary certification/degree programs. No estimate is made because no data exists on how many students do/would continue.

5. Alternatives to Proposal:

- A. Status Quo. DPI could promote existing legislation {s. 120.12 (17)} so that more students take advantage of it and are admitted to the University of Wisconsin System. This option would not address enrollment in the VTAE and private school systems.
- B. Create a Categorical. To provide local districts with an incentive to allow students to exercise postsecondary options, the legislature could create a categorical appropriation which would fully fund all tuition/instructional costs.
- C. Drop the "Comparable" Requirement. AB 556 could be amended to delete the idea that only those courses not comparable to what's offered in the district are reimbursable. This option would expand the 11th and 12th graders' options to take a greater range of courses in postsecondary institutions.

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of September 1993, the Commissioners representing the general public are:

Henry Der, San Francisco, *Chair*
C. Thomas Dean, Long Beach, *Vice Chair*
Mim Andelson, Los Angeles
Helen Z. Hansen, Long Beach
Lowell J. Paige, El Macero
Guillermo Rodriguez, Jr., San Francisco
Stephen P. Teale, M.D., Modesto
Melinda G. Wilson, Torrance
Linda J. Wong, Los Angeles

Representatives of the segments are

Alice J. Gonzales, Rocklin, appointed by the Regents of the University of California;
Yvonne W. Larsen, San Diego; appointed by the California State Board of Education,
Timothy P. Haidinger, Rancho Santa Fe, appointed by the Board of Governors of the California Community Colleges,
Ted J. Saenger, San Francisco, appointed by the Trustees of the California State University;
Kuhl M. Smeby, Pasadena; appointed by the Governor to represent California's independent colleges and universities; and
Harry Wugalter, Ventura, appointed by the Council for Private Postsecondary and Vocational Education.

The student representatives are

Christopher A. Lowe, Placentia
Beverly A. Sandeen, Costa Mesa

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 95814-2938, telephone (916) 445-7933.

Postsecondary Enrollment Opportunities for High School Students

California Postsecondary Education Commission Report 92-13

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985

Recent reports of the Commission include:

91-15 Approval of Las Positas College in Livermore: A Report to the Governor and Legislature on the Development of Las Positas College -- Formerly the Livermore Education Center of Chabot College (September 1991)

91-16 Update on Long-Range Planning Activities Report of the Executive Director, September 16, 1991 (September 1991)

91-17 The Role, Structure, and Operation of the Commission: A Preliminary Response to Senate Bill 2374 (October 1991)

91-18 1991-92 Plan of Work for the California Postsecondary Education Commission: Major Studies and Other Commission Activities (October 1991)

91-19 Reauthorization of the Higher Education Act of 1965 as Amended: A Report to California's Congressional Delegation Summarizing Consensus in California's Higher Education Community Regarding Proposed Revisions of the Act (December 1991)

91-20 Student Fees, Access, and Quality. Prospects and Issues for the 1992-93 Budget Process (December 1991)

91-21 Legislative and State Budget Priorities of the Commission, 1992 A Report of the California Postsecondary Education Commission (December 1991)

91-22 Proposed Construction of the Western Nevada County Center, Sierra Joint Community College District: A Report to the Governor and Legislature in Response to a Request for Capital Funds for a Permanent Off-Campus Center in the Grass Valley/Nevada City Area (December 1991)

92-1 Final Report on the Effectiveness of Intersegmental Student Preparation Programs: The Third Report to the Legislature in Response to Item 6420-0011-001 of the 1988-89 Budget Act (January 1992)

92-2 Assessing Campus Climate: Feasibility of Developing an Educational Equity Assessment System (January 1992)

92-3 California's Joint Doctoral Programs A Report on Doctoral Programs Offered by Campuses of

the California State University with Campuses of the University of California and the Claremont Graduate School (January 1992)

92-4 Prospects for Long-Range Capital Planning in California Public Higher Education: A Preliminary Review A Staff Report to the California Postsecondary Education Commission (January 1992)

92-5 Current Methods and Future Prospects for Funding California Public Higher Education: The First in a Series of Reports on Funding California's Colleges and Universities into the Twenty-First Century (March 1992)

92-6 Commission Comments on the Systems' Preliminary Funding Gap Reports: A Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (March 1992)

92-7 Analyses of Options and Alternatives for California Higher Education Comments by the Staff of the California Postsecondary Education Commission on Current Proposals for Change in California's Public Colleges and Universities (March 1992)

92-8 Faculty Salaries in California's Public Universities, 1992-93: A Report to the Legislature and Governor in Response to Senate Concurrent Resolution No. 51 (1965) (March 1992)

92-9 Fiscal Profiles, 1992: The Second in a Series of Handbooks about the Financing of California Postsecondary Education (March 1992)

92-10 Student Profiles, 1991 The Second in a Series of Annual Factbooks About Student Participation in California Higher Education (March 1992)

92-11 Meeting the Educational Needs of the New Californians: A Report to Governor Wilson and the California Legislature in Response to Assembly Concurrent Resolution 128 (1990) (March 1992)

92-12 Analysis of the 1992-93 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (March 1992)

92-13 Postsecondary Enrollment Opportunities for High School Students A Report to the Legislature and the Governor in Response to Chapter 554, Statutes of 1990 (June 1992)

92-14 Eligibility of California's 1990 High School Graduates for Admission to the State's Public Universities. A Report of the 1990 High School Eligibility Study (June 1992)